

# **EMNAMBITHI/LADYSMITH MUNICIPALITY SPATIAL DEVELOPMENT FRAMEWORK**

DRAFT CONSOLIDATED REPORT

1/11/2015



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## LIST OF ABBREVIATIONS

CBD:	Central Business District	IDP:	Integrated Development Plan
CO <sup>2</sup> :	Carbon Dioxide	KPA:	Key Performance Area
CPA:	Communal Property Association	LED:	Local Economic Development Plan
CPI:	Communal Property Institution	LFTEA:	Less Formal Township Establishment Act
CRDP:	Comprehensive Rural Development Programme	LITP:	Local Integrated Transport Plan
CBNRM:	Community Based Natural Resource Management	LRAD:	Land Reform for Agricultural Development
DAC:	Direct Access Service Centre	LUMS:	Land Use Management Systems
DAFF:	Department of Agriculture Forestry and Fisheries	LUS:	Land Use Scheme
DFA:	Development Facilitation Act	MAR:	Mean Annual Runoff
DOT:	Department of Transport	MSA:	Municipal Systems Act
DRDLR:	Department of Rural Development and Land Reform	NDP:	National Development Plan
DWA:	Department of Water Affairs	NEMA:	National Environmental Management Act
DWAF:	Department of Water Affairs and Forestry	OLM:	Okhahlamba Local Municipality
ELM:	Emnambithi/Ladysmith Municipality	PDA:	Planning and Development Act
EIA:	Environmental Impact Assessment	PGDS:	Provincial Growth and Development Strategy
EMF:	Environmental Management Framework	PLAS:	Pro-active Land Acquisition Strategy
ESTA:	Extension of Security of Tenure Act	PTP:	Public Transport Plan
EURP:	Ezakheni Urban Renewal Programme	RDP:	Reconstruction and Development Programme
GIS:	Geographic Information Management System	RLCC:	Regional Land Claims Commission
HSP:	Housing Sector Plan	SALA:	Sub-division of Agricultural Land Act



SANRAL: South African National Roads Agency  
SDF: Spatial Development Framework  
SEA: Strategic Environmental Assessment  
SPLUMB: Spatial Planning and Land Use Management Bill  
SWOT: Strengths, Weaknesses, Opportunities & Constraints  
UDP: UKhahlamba Drakensburg Park

UTDM: UThukela District Municipality  
WMA: Water Management Area  
WSDP: Water Services Development Plan  
WWTW: Waste Water Treatment Works  
WTW: Water Treatment Works

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## 1 INTRODUCTION

### 1.1 PURPOSE

This document presents a Spatial Development Framework (SDF) for the Emnambithi/Ladysmith Municipality (ELM). It is a further development of the municipality's Integrated Development Plan (IDP), and a means to fulfil the requirements of the Municipal Systems Act (MSA), Act No. 34 of 2000 hereafter referred to as the MSA and the Spatial Land Use Management Act, 2013 (SLPUMA). It is prepared in accordance with the MSA regulations, SPLUMA and the Department of Rural Development and Land Reform (DRDLR) guidelines for the formulation of SDFs.

### 1.2 EMNAMBITHI/LADYSMITH MUNICIPALITY OVERVIEW

Emnambithi/Ladysmith Municipality (ELM) forms part of the UThukela District Municipality in the KwaZulu-Natal Province. It is located along the north-western boundary of UThukela District and is bordered by the Free State Province to the west, Dannhauser Municipality to the north, Endumeni and Indaka Municipalities to the northeast and east, Umtshezi Municipality to the southeast and Okhahlamba Municipality to the southwest (refer Map 1 below). It covers an area of approximately

3020km<sup>2</sup> in extent and has a population of about 242 707 people as per Global Insight (2014). This indicates an average annual population growth rate of 0.84% per year since 2001.

The municipality is bisected by development corridors and trade routes of national significance, that is the N11 which runs in a north south direction linking KwaZuluNatal with Mpumalanga Province and the N3 which runs in an east west direction linking Durban and Johannesburg Metropolitan areas. These routes/development corridors play a significant role in structuring land uses. A railway line also bisects the municipality which links areas of Johannesburg and Durban. The upgrade of the said railway line is a presidentially prioritised infrastructure development programme. The recently introduced Provincial Growth and Development Strategy for KwaZulu-Natal classifies Ladysmith as a tertiary node with regional significance. This means that the area is earmarked for the location of infrastructure that serves the whole of Uthukela District and beyond, and connects the region with the major urban centres such as Durban and Johannesburg.

The municipality is anchored around Ladysmith Town which serves as a service centre and administrative centre for the whole of Uthukela District, and a commercial hub for the north-western part of KwaZulu-Natal. In terms of the socio-economic macro context, the municipality is midway between the National Primary Nodes of Johannesburg and Durban. Ladysmith provides higher order goods to the whole district and houses most of the major industrial activities. Manufacturing activity is primarily concentrated in the Ladysmith-Ezakheni cluster, and is dominated by the textile and clothing sub-sector. The presence of industries within the municipality is seen as a huge advantage, these industries include the Nambithi Industrial Area, Dansekraal Industrial Area and Pieters Industrial Area.

The municipality is also well located in relation to at least two of the major tourism destinations in KwaZulu-Natal. In fact, it serves as a base for the exploration of the Battlefields to the north and Ukhahlamba-Drakensburg Park to the south. The latter is a World Heritage Site and a world acclaimed tourist destination. The municipality is located in an region with a rich heritage and military history ranging from the uMfecane period (early 1800s) to the turn of the century when the Boers tried to stem the tide of British imperialism. The town of Ladysmith is located in the foothills of the Drakensberg Mountains, which form the escarpment. The dominant topographical features of the ELLM are valley slopes and undulating hills, but the

topography is highly diverse and also includes broad valleys, moderate to steep slopes, rolling hills, flat plains, dolerite koppies and steep ridges.

The settlement pattern in the ELM reflects the spatial imprints of the apartheid past, which continue to undermine efforts towards equitable development. The impact of separate development and apartheid policies on settlement can broadly be categorised as follows:

- Towns (urban centres), referring to urban centres of Ladysmith and Colenso;
- Formal township of Ezakheni.
- Peri-urban Settlements such as Roosboom and St Chads
- Rural settlements Matiwane, Driefontein, etc.

Apartheid pushed the poor into Ezakheni Township and the dislocated settlements to the north of Ladysmith. These areas are far away from economic opportunities. Land use management in municipality also has imprints of past planning. This was mainly evident from the urban areas of Ladysmith and Colenso that were guided by the Town Planning Schemes while the other areas just remained without any formal land use controls. However, the situation is changing given the

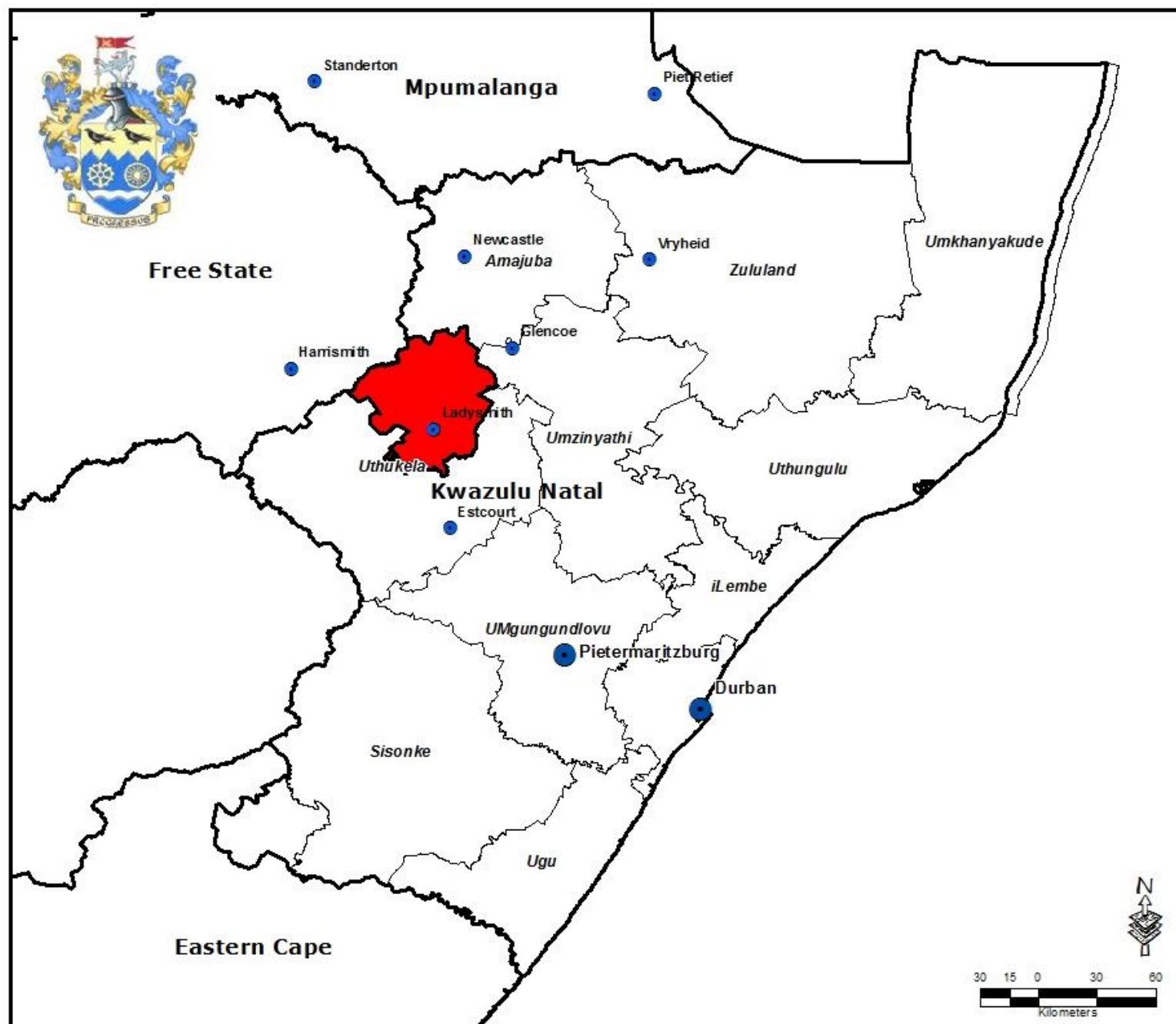
introduction of the KwaZuluNatal Planning and Development Act, Act No. 6 of 2008 that required Emnambithi/ Ladysmith Municipality to introduce a wall-to-wall Land Use Scheme (LUS) within five years from the implementation date of the relevant provisions of the Act. The municipality has commenced with the processes to respond to this provincial directive through the development of the local area plans that covers the entire municipal area.

The municipality is also located in the uThukela Water Management Area (WMA) with the Klip River and Sunday's River and their tributaries traversing the municipality. These rivers drain into the Tugela River (also known as uThukela), which is the largest river system in KwaZulu-Natal. The Tugela River forms part of the Tugela River Catchment, which is approximately 30 000 km<sup>2</sup> in extent. This is one of the important river catchments in South Africa, which drains from the Drakensberg escarpment into the Indian Ocean. There is substantial runoff from the Tugela catchment as a result of high rainfall.

The ELM SDF is a medium to long-term strategic policy document that guides decision making relating to the development of land. It covers the whole municipal area and aligns with similar plans for the neighbouring municipalities, and is prepared in line with the within the national and provincial spatial planning policy prescripts. Other key features of the ELM SDF are as follows:

- It is a component of the IDP and provides a spatial interpretation of the strategies and programmes already contained within the IDP.
- It is a legislative requirement and is thus binding to the municipality and all who are involved in land development within the ELM.
- It forms part of the spatial transformation tools that guide the form and location of future spatial development in a manner that addresses the imbalances of the past and promotes equitable development.
- It forms part of a Land Use Management System (LUMS) for the ELM.

### 1.3 DEFINING SPATIAL DEVELOPMENT FRAMEWORK



# EMNAMBITHI / LADY SMITH LOCAL MUNICIPALITY

## Locality Map

### Legend

- Main Towns
- Towns
- Provinces
- Emnambithi / Ladysmith
- District Municipalities

The ELM SDF complies with Section 26(e) of the Municipal Systems Act, Act No. 32 of 2000. The MSA requires a municipality to prepare and adopt an SDF as a component of its Integrated Development Plan (IDP). As such, the ELM SDF has a legal status and is binding upon the municipality and all those involved in land use planning and related activities.

Most importantly, the municipality's SDF facilitates development of a spatial structure that promotes integrated development and an efficient delivery of services. The SDF gives direction to future planning and development within the municipality, and provide a framework for more detailed and area specific development plans. It provides a framework for the preparation of more detailed and area specific spatial plans and a wall-to-wall Land Use Scheme (LUS) as envisaged in the KwaZulu-Natal Planning and Development Act (PDA), Act No. 06 of 2008. It forms part of the systems and procedures at the disposal of the municipality to perform on its developmental mandate and facilitate removal of spatial remnants of the apartheid past. The SDF will enable the municipality to manage its land resources effectively in a sustainable manner. In short, the ELM SDF defines and facilitates a progressive move towards the attainment of the desire spatial structure within the municipality's area of jurisdiction.

#### 1.4 AIMS AND OBJECTIVES

The main aim of the SDF is to guide the spatial form and location of future spatial development initiatives within the municipality. Its objectives are:

- To give effect to the vision, goals and objectives of the municipal IDP, and the national and provincial spatial planning directives.
- To engage the interested and affected parties in a strategic planning process taking into account their views, concerns and interests.
- To promote inter-governmental relations by ensuring that all relevant stakeholders are consulted and participate actively in the planning process.
- To provide for the spatial transformation of the municipal area.
- To provide for sustainable development in line with the norms and standards for environmental management.
- To facilitate the development of an efficient and effective spatial structure.
- To develop a framework for public and private sector investment.

In addition, the SDF completes the toolbox for effective spatial planning and land use management. This includes the

generation of GIS data that would enable the municipality to promote environmentally sustainable and harmonious development.

### 1.5 SCOPE OF THE ELM SDF

The scope of the ELM SDF is as follows:

- Stakeholder mobilization and consultation in line with the communication and public participation procedures of the municipality. The mobilisation of stakeholders should be in support of a common vision for the future spatial setting of the ELM.
- Review of government policies with a particular focus on the implications for the ELM. This will include the alignment of spatial development programmes with the district, provincial and national spatial planning policies and directives.
- Identification and analysis of the external development trends and patterns that impacts on land use and settlement pattern in Emnambithi/Ladysmith. This may include regional access and movement patterns, nature conservation initiative, catchment management, etc.

- Strategies that could influence the settlement pattern that would result in the effective delivery of services and infrastructure.
- The integration of environmental management practices and systems into the municipal spatial planning and development toolbox. This will be achieved through the development of the Strategic Environmental Assessment.
- The development of frameworks for the preparation of area based plans and the introduction of area/site specific and a wall-to-wall land use scheme.

### 1.6 LIMITATIONS OF THE ELM SDF

This SDF is limited to the area under the jurisdiction of the Emnambithi/Ladysmith Municipality. Its scope is limited to the legal requirements as defined in the MSA regulations and SPLUMA.



## 2 REGIONAL CONTEXT

The Provincial Growth and Development Strategy for KwaZulu-Natal recognise the strategic location of the ELM, and classify Ladysmith as a tertiary node with regional significance. This means that Ladysmith should be developed with the requisite infrastructure to serve the whole region and facilitate functional integration into the provincial spatial system and economy.

### 2.1 ACCESS

The municipality is anchored around Ladysmith Town which serves as a service and administrative centre, and a commercial hub for UThukela District and beyond. It is strategically located at the intersection of two major national and provincial development corridors and trade routes that is (refer to Map 2):

- The N11 which runs in a north- south direction linking KwaZulu-Natal with Mpumalanga Province; and
- The N3 which runs in an east west direction linking Durban and Johannesburg Metropolitan areas.

The railway line linking KwaZulu-Natal with Gauteng and Mpumalanga Provinces runs through the ELM. As such, the ELM is highly accessible at both regional and national level.

### 2.2 DISTRICT SPATIAL ECONOMY

The Emnambithi Local Municipality, particularly Ladysmith Central Business District (CBD) and Ezakheni industrial park accounts for approximately half of the district's economic activity. This includes a significant component of the government service sectors that delivers services to the entire UThukela District and beyond.

### 2.3 REGIONAL TOURIST DESTINATIONS

The ELM is also well located in relation to at least two of the major tourism destinations in KwaZulu-Natal, that the Battlefields to the north and UKhahlamba-Drakensburg Park (UDP) to the west. The ILM serves as a base for the exploration of these two tourism destinations. The UDP is a World Heritage Site and a world acclaimed tourist destination. It is renowned for the Drakensberg Mountain, Bushman paintings, nature reserves, and a wealth other natural attractions. The ELM forms an integral part of the Battlefields Route, and Ladysmith is one of the major towns within this region. The area is well provided with a range of monuments relating to the Anglo-Boer war including the museums, monuments and other sites of historical significance.

## 2.4 UTHUKELA CATCHMENT MANAGEMENT AREA

The municipality is also located in the Thukela Water Management Area (WMA) with the Klip River and Sunday's River and their tributaries traversing the municipality. These rivers drain into the Tugela River (also known as Thukela), which is the largest river system in KwaZulu-Natal. The Thukela River forms part of the Thukela River Catchment, which is approximately 30 000 km<sup>2</sup> in extent. This is one of the important river catchments in South Africa. It drains from the Drakensberg escarpment into the Indian Ocean, and forms an integral part of the Tugela-Vaal Water Transfer scheme which supply water to Gauteng. There is substantial runoff from the Thukela catchment as a result of high rainfall. There are a few large dams in the Thukela River System, mainly located in the upper reaches of the Thukela River.

## 2.5 IMPLICATIONS FOR THE SDF

The strategic location of the ELM and her role in the regional space economy has profound implications for the future spatial development of this area. These are summarised as follows:

- Spatial planning within the ELM should advance the strategic intent of the national and provincial spatial development programmes and initiatives. The SDF should localise these plans and facilitate implementation

of projects that contributes to the realisation of the national and provincial spatial development visions.

- As a tertiary service centre, Ladysmith should be developed with sufficient infrastructure to provide a range of services to the hinterland and integrate the whole region into the provincial and national economies. This includes linkages with areas such as Dube Trade Port, the proposed dry port in Cato Ridge and King Shaka International Airport.
- The national and provincial development corridors that runs through the area provides opportunities for nodular development at key road intersections and serves to connect the region with major economic centres such as Newcastle, Durban and others outside of the Province.
- Promoting industrial other commercial development within the ELM, particularly Ladysmith will benefit the whole district in terms of access to employment opportunities, investment and economic growth generally.
- Land use and settlement pattern within the ELM should take due consideration of the location of the area within UThukela catchment. This includes taking good care of the water resources and ensuring that development

does not interfere with the supply of quality water downstream.

- Location within the Battlefields Route and at the foothills of the Drakensburg opens the area up for a range of tourism related developments. Ladysmith is one of the major towns within the Battlefields Route and the main economic hub in the vicinity of the UDP. Tourism products and activities with a regional significance should be promoted in the area.

### 3 POLICY CONTEXT

The ELM SDF is formulated within the context of various national and provincial spatial planning directives, and is based on the local spatial planning issues as articulated in various sector plans. In part, the SDF contributes to the attainment of the spatial development targets and objectives outlined in these policies, and deals directly with the spatial issues facing the ELM. It gives effect to the spatial planning mandate of the municipality.

#### 3.1 SPATIAL PLANNING MANDATE

Since the mid 1990s, the notion of spatial planning has become an integral part of the development planning discourse and practice in South Africa. The Constitution (Schedule 4 Part B) bestows this responsibility to local government, particularly local municipalities. The ELM gives effect to this mandate through a range of empowering legislation and policies including but not limited to the following:

- The Municipal Systems Act (MSA), Act No. 32 of 2000 is the principal legislation regulating the content and scope of SDFs, and requires that an SDF should be prepared as a component of the IDP.
- The KwaZulu-Natal Planning and Development Act, Act No. 6 of 2008. The PDA regulates, *inter alia*, the preparation of Land Use Schemes and requires a municipality to develop and adopt a wall-to-wall land use scheme within 5 years from the inception of the Act.

The national government has initiated a process to consolidate spatial planning mandate under a single piece of legislation and is accordingly finalising the Spatial Planning and Land Use Management Bill (SPLUMB). Once passed into law, the SPLUMB will become the overarching spatial planning legislation, and will introduce a uniform spatial planning approach and agenda throughout the country. One of the key innovations of this proposed legislation is the recognition that spatial planning should occur not only at a local level, but provincial and national levels as well. This will facilitate vertical and horizontal cross-border alignment and land use integration.

The new law will prevail over provincially applicable planning laws, such as the Planning and Development Act (PDA). It will lay down national policy, norms and standards as well as frameworks on land use, and therefore fall within the ambit of section 146 of the Constitution. At a local level, it provides a

framework for the preparation of area specific SDFs and Land Use Management System (LUMS).

## 3.2 NATIONAL SPATIAL PLANNING POLICY

### 3.2.1 THE NATIONAL DEVELOPMENT PLAN

The National Development Plan (NDP) introduces the long term vision for the future development of South Africa. It acknowledges the spatial inefficiencies that characterises existing settlements and commits the national government to developing a national Spatial Framework as a policy framework to address these abnormalities. The NDP requires plans such as the ELM SDF to respond directly to the area specific issues, including the following:

- Population movement patterns including migratory patterns between rural and urban areas.
- Impact of external factors such as globalisation and climate change on spatial planning and development within the ELM.
- Public sector investment in economic infrastructure as a means to create a climate conducive to economic growth and development.

- Creating opportunities for rural communities to participate actively in the economy. This has serious implications for access to productive assets, particularly high potential agricultural land, skills development, etc.

### 3.2.2 SPATIAL PLANNING AND LAND USE MANAGEMENT ACT, 2013

Since 1994 there have been various initiatives to reform the legislative that regulates spatial planning and land development and to formulate coherent development planning legislation that will address the inefficient and racially based apartheid spatial planning legacy

The white paper on spatial planning and land use management had the ultimate goal of a legislative and policy framework that enables government, (especially local government) to formulate policies, plans and strategies for land use and land development that address, confront and resolve the spatial, economic and environmental challenges facing the country.

The Spatial Land Use Management Act, 2013 (SLPUMA) signed into law by the President on 02 August 2013 and it was gazetted on 05 August 2013. The SPLUMA is expected to come into effect on 01 July 2015 and will supersede all other legislation that governs land use and spatial planning in the Republic.

As the SPLUMA provides for a uniform system of regulating land development throughout the country and municipalities are the key stakeholders in the implementation of the provisions of the SLPUMA, it is important to highlight some key implications of this legislation for municipalities.

The SPLUMA makes provision for:

- A uniform, effective and comprehensive system of spatial planning and land management for the republic;
- A system of spatial planning and land use management that promotes social and economic inclusion;
- Common development principles, norms and standards to uniform land development;
- Sustainable and efficient use of land to be key consideration when making decisions involving land development;
- Cooperative government and intergovernmental relations across all spheres of government
- Redressing the imbalances of the past and ensuring that there is equity in the application of spatial development planning and land use management systems.

### 3.2.3 COMPREHENSIVE RURAL AND DEVELOPMENT PROGRAMME

The recently introduced Comprehensive Rural Development Programme (CRDP) seeks to create vibrant, equitable and sustainable rural communities through a three-pronged strategy based on:

- a coordinated and integrated broad-based agrarian transformation;
- strategically increasing rural development through social and economic infrastructure; and
- an improved land reform programme.

Ladysmith/Emnambithi Municipality being a rural municipality and characterised by a relatively high number of land restitution cases, embraces the principles and seeks to contribute towards the attainment of the CRDP vision as part of spatial and development planning program. This includes identification of target areas for rural development, agrarian reform and ensuring developmental outcomes of the land reform programme.

### 3.2.4 THE COMPREHENSIVE PLAN FOR THE DEVELOPMENT OF SUSTAINABLE HUMAN SETTLEMENTS

The Comprehensive Plan for the Development of Sustainable Human Settlements (August 2004) provides detailed information on the programmes identified by the National

Department of Human Settlements. The new “Human Settlements Plan” promotes the achievement of a non-racial, integrated society through the development of sustainable human settlements and quality housing. This program seeks to use housing delivery as a means for the development of sustainable human settlements in support of spatial restructuring. It moves beyond the provision of basic shelter towards achieving the broader vision of integrated, sustainable and economically generative human settlement systems at both local and regional scales. The following are fundamental tenets and underlying principles of this new approach:

- progressive informal settlement eradication;
- promoting densification and integration in urban centres;
- enhancing spatial planning in both urban and rural contexts;
- enhancing the quality and location of new housing projects;
- supporting urban renewal programmes; and
- developing social and economic infrastructure.

### 3.3 PROVINCIAL SPATIAL DEVELOPMENT VISION

#### 3.3.1 PROVINCIAL GROWTH AND DEVELOPMENT STRATEGY

The KwaZulu-Natal Province development vision is outlined in the recently introduced Provincial Growth and Development Strategy (PGDS). The PGDS is a primary strategy for KwaZulu-Natal that drives growth and development in the Province to 2030. It provides the province with a rational strategic framework for accelerated and shared economic growth through catalytic and developmental interventions, within a coherent equitable spatial development architecture, putting people first, particularly the poor and vulnerable, and building sustainable communities, livelihoods and living environments (PGDS, 2011).

The PGDS identifies Ladysmith as a tertiary node that falls outside of the priority intervention areas. Tertiary nodes are centres which should provide service to the sub-regional economy and it is envisaged that the nodes would serve as centres where the highest synergies between public and private investment would occur.

#### 3.3.2 PLANNING AND DEVELOPMENT ACT

The Planning and Development Act, (Act No. 6 of 2008) is a provincial planning legislation that regulates statutory planning. It requires the municipality to prepare and adopt a wall-to-wall land use scheme within five years from the inception date of the Act. Ladysmith and Colenso are the only two areas that are



covered by a town planning scheme in the ELM. It must be noted that the Subdivision of Agricultural Land Act No. 70 of 1970

The Sub-division of Agricultural Land Act, Act 70 of 1970 requires the approval of the Minister of Agriculture for the subdivision of any agricultural land. Thus, again, there is a parallel process for an applicant wanting to develop farmland or agriculturally zoned land in urban areas, who has to get approval from both the Minister of Agriculture, via an application to the provincial Department of Agriculture, as well as the relevant planning authority. This parallel process was confirmed by the Constitutional Court in *Wary Holdings (Pty) Ltd v Stalwo (Pty) Ltd* when the Supreme Court of Appeal's earlier decision that the Act no longer applies was overturned.

As indicated above, there is a quandary where the Minister of Agriculture, via the Subdivision of Agricultural Land Act, 1970 may dictate land use or for that matter prevent the municipality from carrying out its constitutional mandate to prepare a wall-to-wall scheme over the full municipal area.

It is thus critical for the SDF to indicate the level of detail and complexity of land use schemes for different parts of the ELM.

According to the Municipal Systems Act, a Land Use Scheme is a key component of the Integrated Development Plan (IDP).

As such, the Emnambithi/Ladysmith Scheme should be undertaken within the context of the IDP and the associated Spatial Development Framework (SDF), and with due cognizance of the development and transformation agenda that underpins these strategic documents. It must contribute towards sustainable development, and improve governance (as it relates to land use management). As such, alignment and integration with the other tools (land audit, valuation roll, etc.) should be maintained.

The scheme will work towards the establishment of a single regulatory land use management system that can be applied uniformly throughout the municipality. It will give effect to the spatial development framework and the integrated development plan of the municipality.

In an attempt to start implementing the requirements of the PDA, the Emnambithi/Ladysmith Municipality has initiated a process towards the preparation of an Urban Scheme for its area of jurisdiction, and has accordingly enlisted the services of Isibuko Development Planners to undertake the development of an Urban Scheme and Black Balance was appointed to develop a Rural policy for the areas that are subjected to the requirements of .



### 3.4 DISTRICT CONTEXT

#### 3.4.1 UTHUKELA DISTRICT SDF

Spatial Planning is a shared function between the ELM and UThukela District. The latter has developed a SDF as part of their IDP. Ideally, the district SDF should provide a framework for the formulation of local municipality, deal with cross-boundary issues and spatial implications of the exclusive powers and functions of the district municipality. As such, any inconsistencies in the spatial planning process between the two entities should be eliminated and a greater coordination promoted. This is even more important given the regional role of Ladysmith Town and thus that of the ELM as a whole. In fact, the district SDF identifies Ladysmith as a primary node and a regional economic hub. This recognises the central location and strategic role of the town in relation to the surrounding rural hinterland and the associated settlements.

#### 3.4.2 UTHUKELA DISTRICT SECTOR PLANS

UThukela district Municipality has developed a number of sector plans to guide the implementation of its development programmes. These include but are not limited to the following:

- Local Economic Development (LED) Plan.
- Tourism Development Plan.

- Water Services Development Plan (WSDP)
- Public Transport Plan (PTP)
- Environmental Management Framework

Each of these should be considered and integrated into the ELM SDF.

### 3.5 ELM SECTOR PLANS

The ELM has developed and adopted an IDP as a strategic guide for development and governance within its area of jurisdiction. The IDP articulates the long term vision and strategic programmes for the ELM. The latter are elucidated in various sector plans that deal with sector specific issues and identify development opportunity and development need areas. These sector plans include the following:

- Local Area Plans and Development Frameworks for different areas.
- A Strategic Environmental Assessment (SEA) which sets parameters for development and provides a framework for a sustainable utilisation of natural resources.

- A Local Economic Development Plan which establishes an economic development agenda and identifies economic development opportunity areas.
- A Public Transport Plan which articulates public transport needs and guide investment in this regard.
- Housing Sector Plan which outlines a housing delivery agenda and a programme for the transformation of the existing settlements into sustainable human settlements.

The SDF gives effect to the intentions of the IDP and provides a framework for the formulation of area and/or site specific land use controls.

### 3.6 IMPLICATIONS FOR THE ELM SDF

National, provincial, district and local spatial planning policies introduce a set of principles that are intended to influence the substantive outcomes of planning decisions, whether they relate to spatial development frameworks or decisions on land use change or development applications. The overall aim of these principles is to achieve planning outcomes that:

- restructure spatially inefficient settlements;
- promote sustainable development and use of natural resources;

- channel resources to areas of greatest need and development potential;
- redress inequitable historical treatment of marginalized areas; and
- stimulate economic development opportunities in rural and urban areas; and support an equitable protection of rights to and in land.

Although Emnambithi/Ladysmith Municipality is responsible for spatial planning within its area of jurisdiction, the desired or ideal spatial and economic system can only be achieved if the municipality works in tandem with the relevant organs of state and civil society. This emphasises the importance of public participation and cooperative governance. To this end, land development should address the local interests. It should generate a wide range of economic development opportunities and provide a choice of living environments along a continuum from conditions of intense public environments to conditions of great privacy. It enables members of the public to conduct their daily activities quickly, easily and cost effectively while also promoting equitable access to opportunities.

The advent of SPLUMA and the PDA has given SDFs a greater role in development as “A Municipal Planning Tribunal or any other authority required or mandated to make land development decisions in terms of the relevant legislation

relating to land development, may not make a decision which is inconsistent with a municipal SDF". This has given SDF a greater role in dictating development trajectory for a municipal area.

## 4 SPATIAL ANALYSIS

Over the last few years, the ELM in association with other organs of state has made substantial progress in promoting integrated and equitable development. This occurs within the framework of the IDP and the associated sector plans, and is given effect through a number of development programmes implemented at different spheres of government. However, there are still a number of challenges to overcome. The majority of these are inherited from the apartheid past and the associated planning system. This section presents an assessment of the spatial trends and patterns within the ELM, and provides background information on the spatial strategy.

### 4.1 SETTLEMENT PATTERN

The settlement pattern in the ELM reflects the spatial imprints of the apartheid past, which continue to undermine efforts towards equitable development. Settlements vary significantly in character and form themselves into a continuum ranging from highly urban and relatively dense settlements such as Ladysmith Town through to sparsely populated rural settlements located on predominantly agricultural land. Other settlements within the ELM are as follows:

- Formal urban settlements of Colenso and Ezakheni and the surrounding formalised areas.
- Peri-urban settlements such as Roosboom and St Chads.
- Rural settlements such as Matiwane, Driefontein, etc.
- Small isolated settlements located on commercial farmlands. Some of these are land reform settlements.

The settlement pattern in the ELM is distorted with the Ladysmith CBD being situated much closer to the affluent western parts of the ELM, while the poor are farther away from social and economic opportunity areas. As a result, the poor have to travel long distances to these areas.

#### 4.1.1 URBAN SETTLEMENTS

##### 4.1.1.1 LADYSMITH

Ladysmith is the main/primary urban area/town in the ELM. Primary access to the town is achieved via the N11 and R103. The town is located at the intersection of these two towns with the N11 running in a north-south direction which the R103 runs in an east-west direction. With the exception of the Town Planning Scheme, and the CBD Plan developed recently,

Ladysmith does not have any strategic framework to guide its future development. Ladysmith is one of the areas that are experiencing net in-migration within the district.

Ladysmith is a typical apartheid town characterised by the following:

- Spatial fragmentation which arises from the apartheid planning system which separated people along racial lines and pushed the poor and townships such as Ezakheni to peripheral locations
- Land use separation emanating from a zoning based land use system and suburban view of quality living environments. As such, places of work are separated from residential and public amenities.
- Low density urban sprawl which occurs in the form of uncontrolled land development in peripheral areas such as St Chads.
- Cellular development occurring in the form of inward oriented neighbourhoods reflecting the impact of phased or *ad hoc* approach to development.

#### 4.1.1.1.1 CENTRAL BUSINESS DISTRICT

The CBD serves as the nucleus of the town, and all the other land uses are focused towards the centre. Ladysmith CBD is developed with a range of commercial and public facilities serving not only the ELM population, but the district and beyond. The CBD is laid out in a typical gridiron pattern with Murchison and Lyell Streets being the main activity spines.

The Klip River separates the CBD from the industrial and residential areas and defines the frame for the CBD. Service industry and public transport facilities are located at the fringes of the CBD.

Ladysmith CBD has shown resilience, maturity and strength and remains the core of the town. It does not face the same danger of businesses immigrating to decentralised locations on the same scale as some major urban and comparable centres such as Newcastle further north. Although commercial space within the CBD is limited, developers have tended to adopt redevelopment within the CBD as an investment strategy. As a result, Ladysmith CBD is not being drained from businesses yet despite a relatively high demand for commercial space.

The south-westerly periphery of the CBD over the Klip River is characterised by public open space and recreational areas, including Settlers Park, the Indoor Sports Complex and the Aerodrome. However, the CBD is facing a number of

challenges. These are typical urban regeneration challenges and include urban decay, informal trading, parking, conflict between pedestrian and vehicular traffic, etc. The CBD Regeneration Plan completed recently seeks to address these issues and ensures long-term sustainability of the CBD. The Plan will be integrated into the SDF.

A few recreational passive open spaces have been supplied randomly throughout Ladysmith. The town is also surrounded by various ridges, which gives a unique character to the area.

The Ladysmith CBD, once considered a floodplain, is no longer regarded as such, due to the newly constructed Qedusizi and Windsor Dams. As a result of this Lyell and Forbes Streets were not considered prime areas for development. This stigma of flooding also led to underutilisation of the river, and is now possible to reconcile the users with the natural environment, i.e. watercourse, by encouraging development along it, as well as the use of it. A small portion of floodplain still exists to the southeast of the CBD. This flooding may be mitigated by widening the river course in this area.

#### 4.1.1.1.2 RESIDENTIAL SUBURBS

As in many typical South African Towns, middle to up-market residential areas surrounds the CBD with the majority of these

located to the west of the CBD. They include the residential suburbs such as Egerton, Observation Hill, Reservoir Hill, Hospital Park, Rose Hill, Van Riebieck Park, etc. These areas have remained relatively static with limited amount of development occurring in areas such as Hyde Park, Observation Hill, Reservoir Hill and Hillside, extending away from the CBD.

Relatively lower middle to low income communities are within Ladysmith Town is found in the east. They include Steadville Township and Leonardsville, Public facilities such as cemeteries and industrial land separates these areas from the CBD in a typical apartheid planning style. As such, both spatial separation and land use fragmentation remain one of the distinctive anomalies that characterises Ladysmith.

While speculative and low density urban sprawl occurs in the middle income and upmarket areas, the majority of urban growth involves low income communities who occupy and develop land informally. The resulting peri-urban settlements are discussed below.

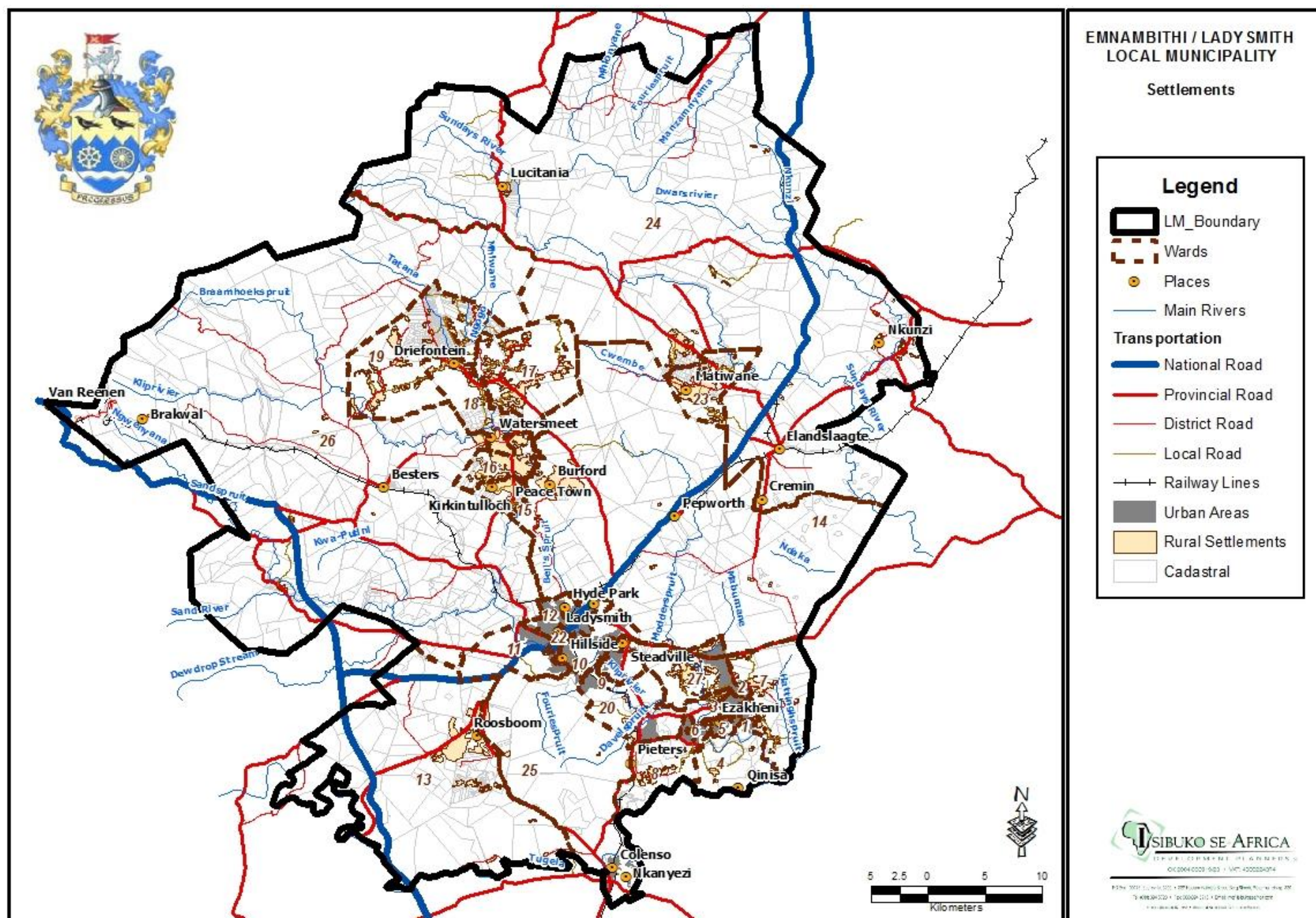
#### 4.1.1.1.3 INDUSTRIAL AREA

Industrial areas include the Danskrall Industrial area to the north-east and further south-east is the industrial area of

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Nambiti. Uptake of industrial space has been very slow reflecting the declining economic fortunes and changing role of Ladysmith in the regional economy. In view of the low uptake of industrial land, the need for additional industrial land needs to be clarified.







#### 4.1.1.2 EZAKHENI TOWNSHIP

Ezakheni Township is one of the oldest townships in the ELM, situated about 25 kilometres from the Ladysmith CBD in what was the KwaZulu homeland territory. It was established, in part, as a response to the industrial decentralisation program that led to the establishment of Ezakheni Industrial Township and as a means to meet the housing requirements of people who were coming to work in and around the Ladysmith Area. Ezakheni also housed people that were uprooted from black spots in the district which included Roosboom, Hobsland, Umbulwane, and Cremin. In view of its location in relation to Ladysmith, Ezakheni represents one of the footprints of the apartheid past that will take a while to eliminate.

The township is characterised by low levels of economic activity, high rate of unemployment and poverty, crime and poor physical environment. With the dawn of democracy, a number of housing projects have been implemented in the area as a means to address housing backlog and clear an increasing number of slums. More recently, a relatively large township has also developed on what was previously church land in St Chads. As in Ezakheni, this area has been subject of land tenure upgrading and housing development. A review of the plans submitted for the formalisation of this area indicates that

the housing project unfolded in about seven phases. The residential area of Ezakheni is divided into different sections, as follows:

- Section A is located in the north east of Ezakheni. The area mainly consists of government cluster offices, old government houses, college of education, petrol filling station, shops, and offices in containers located next to informal taxi rank, as well as residential uses.
- Section B, C and D was designed to be the town centre of Ezakheni, but failed to achieve the use it was intended for. Activities in this section include a supermarket, community hall, pension payout point, clinic, businesses, church and post office.
- Section E is spatially dislocated (to the southeast), from the rest of Ezakheni with limited economic activity.

According to the Ezakheni Township Regeneration Strategy (Isibani Consulting, 2009: 2), the Township has suffered a decline in economic fortunes and a rise in social exclusion and deprivation. Occupancy rate in Ezakheni Industrial Estate has declined, partly as a result of the withdrawals of decentralization subsidies and also in response to the liberalization of the South African economy. Ezakheni Industrial

Estate is a former 'border' industrial development area, located about 20 km south of Ladysmith and connected to the mainline at Pieter's station. It was developed by the KwaZulu Finance & Development Corporation and rail lines served various factories. All lines have been uplifted but there is a possibility that such lines may be of use in the future and a thorough evaluation of such a possibility should be investigated as a matter of urgency. Combined, these forces provide a potentially self-perpetuating downward trajectory for the future of Ezakheni Township and highlight the need for regeneration. The current economic performance of Ezakheni Township is somewhat surprising when considered in the context of the undoubted economic potential of the township. Locationally, Ezakheni Township is in a very strong position. It is on the edge of the Greater Ladysmith conurbation, in close proximity to Railway line and within commuting distance of the Ladysmith City Centre. This locational advantage has meant that, although it is facing some deep-rooted economic problems, Ezakheni Township has attracted a degree of inward investment.

The Ezakheni TRS identifies a step-change in the physical structure of the township as one of the pre-conditions for urban renewal. The township's current infrastructure (across

transport, employment, land and premises, housing stock and social infrastructure) is poor, outdated and has suffered from lack of sustained investment. Static population growth and relatively slow employment growth has been insufficient to support sustained economic progress and private sector investment. As a consequence the township is in '**investment deficit**' with significant areas in simultaneous decline.

Much of the reason for this is owing to the fact that Ezakheni Township has outgrown its infrastructure (parts of which were never completed according to the requirements of the original plan), but has yet to achieve the critical mass required to generate the necessary private sector investment in renewal and capacity improvements.

Furthermore, the declining urban fabric of the township contributes to Ezakheni Township's negative image. A fundamental change in the physical environment of the township with selective renewal is required to reverse this image and open up the township to private investment. A flagship project within this will be the development of a shopping mall and regeneration of the local shops/supermarket as a symbol and gateway of the township.

#### 4.1.1.3 COLENSO

Colenso is located in the southern tip of the ELM, on the border with the Umtshezi municipality. It developed on the banks of the Tugela River (UThukela) and is accessed from the R103 that links Colenso to Ladysmith in the north and to the N3 in the south. The town was proclaimed in 1926 and gradually developed from a rural village to a municipality in 1958.

The area forms part of the famous Battlefields Route and has a rich history and many historic remnants. The development of the town has however, severely decreased due to the closure of government parastatals such as the Eskom Power Station.

The spatial structure of the town indicates six areas with different characters, as follows:

- Colenso Town contains the Colenso CBD, surrounding formal residential and defunct Power Station Complex.
- Nkanyezi Township is a former R293 township. It is characterised by low cost housing, poor infrastructure and community facilities.
- Newtown Formal middle-income residential units were historically built to absorb the overspill from Colenso Town.

- “Indian Area” is a formal middle-income residential that was historically occupied by the Indian Community.
- A Rural Residential area is located in the south. It is rural in nature and characterised by a traditional housing types as well as poor infrastructure and community facilities.
- Colenso Industrial Cluster contains a cluster of industrial units that formed a key part of an LED initiative to attract investment to the area. Only few land parcels within the cluster have been developed.

Colenso Town faces a number of challenges:

- Neighbourhood decay and neglect due to a number of reasons such as inadequate infrastructure maintenance; inconsistent service provision; and poor planning.
- Infrastructure and service obsolescence resulting from production and market changes that have rendered the built environment non-functional.
- At a residential level, poor economic conditions, declining employment opportunities, and the influence of poorly managed industrial areas, have further undermined the quality of life in the area.

There are obvious signs of dilapidated and decaying buildings, roads and pavements breaking up, and illegal dumping of waste; in addition to the increasing difficulty to let buildings, declining rentals, and lower employment densities.

#### 4.1.2 PERI-URBAN SETTLEMENTS

##### 4.1.2.1 ROOSBOOM

Historically, Roosboom was one of a few areas where black people were could purchase and own land in KwaZulu-Natal. However, in the early 1970s, pressure mounted to have the people of Roosboom removed. The presence of the settlement next to the main road to Johannesburg was seen as reflecting poorly on the Klip River District. Much was also made of the danger of increased road accidents in the area. More than 7,000 people were relocated in 1975 and 1976 to the newly-established Ezakheni Township.

Although the land owned by all African landowners at Roosboom was expropriated by the government and reverted to state ownership, removals from Roosboom during 1975-76 did not completely uproot Africans from the land. A few scattered portions of land owned by Indian and coloured landowners were not affected by the removal and several new

African families moved into their lands as tenants or simply as squatters.

In 1994, Roosboom was selected as one of ten nationwide RDP lead projects on land restitution. This meant that Roosboom land restoration was identified as one of the important projects for the aim of RDP and as such it would receive a special financial support for settlement planning and 106infrastructure development.

The number of households who had returned to Roosboom by 1992 was 177. It increased to 230 (1,380 people) by mid-1993 and 684 (4,310 people) in 1996. It projected that it would increase up to 1,000 households (6,300 people) by 2000. Today, Roosboom has grown substantially in terms of both population size and extent of the area. In fact, it has become one of the peri-urban settlements in the ELM. Unless, outward growth and increase in density is managed, the area runs a risk of degenerating into a sprawling per-urban slum.

##### 4.1.2.2 ST CHADS

St Chads is located situated approximately 10km north east of Ladysmith on the Farm Modder Spruit No. 1185. The farm adjoins the northern boundary of Ezakheni Township. It was acquired by the Emnambithi /Ladysmith Municipality for the

upgrading of St Chads over the last ninety years. According to a Less Formal township Establishment (LFTEA) application, there are approximately 3000 families who are accommodated in informal/semi-formal housing structures.

The area is subject to a multi-phased housing project which involves an in-situ upgrade of the existing settlement to provide the existing occupants/beneficiaries with proper sanitation, purified water, access roads and fencing, as well as utilizing the residual subsidy amount for the construction of a 30-40 square metre top structure / starter home or a supply of building material to upgrade the existing structures. Some years ago, electricity was provided to a large part of the settlement by ESKOM.

The area is a natural extension to Ezakheni and can basically be regarded as an 'infill' development which will ultimately serve to integrate the existing town of Ezakheni and Ladysmith. The LFTEA application further states that, over the years, two separate areas of St Chads have evolved with distinctly different settlement patterns and densities as follows:

- St Chads In-Situ Upgrade (Urban) – East of Modder Spruit

- St Chads In-Situ Upgrade (Rural)- west of Modder Spruit

These distinct areas have emerged and are classified mainly as a result of the density of settlement. The dense patterns of settlement are concentrated closer to the existing tarred main road, resulting in the so called "URBAN" node. The so called "RURAL" node to the west of the Modder Spruit is much less densely settled resembles an 'agric-village' type of settlement.

In terms of the Deed of Sale between the Emnambithi/Ladysmith Municipality and the Anglican Church, a portion of land of approximately 38 hectares which surrounds the existing St Chads church buildings and property, is to be subdivided and retained by the Anglican Church. This subdivision is registered as Portion 5 of the Farm Modder Spruit No. 1185.

The area is a natural extension to Ezakheni and can basically be regarded as an 'infill' development which will ultimately serve to integrate the existing town of Ezakheni and Ladysmith. St Chads is characterised by a denser settlement pattern (east of the Modder Spruit), concentrated closer to the existing tarred main road, and a much less densely settled area (west of the Modder Spruit), resembling an 'agric-village' type of settlement.

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### 4.1.3 RURAL SETTLEMENTS

Notwithstanding the dominance of Ladysmith and the surrounding settlements, the ELM is also characterised by a number of dislocated relatively dense rural settlements. These are clustered as follows for the purposes of the SDF.

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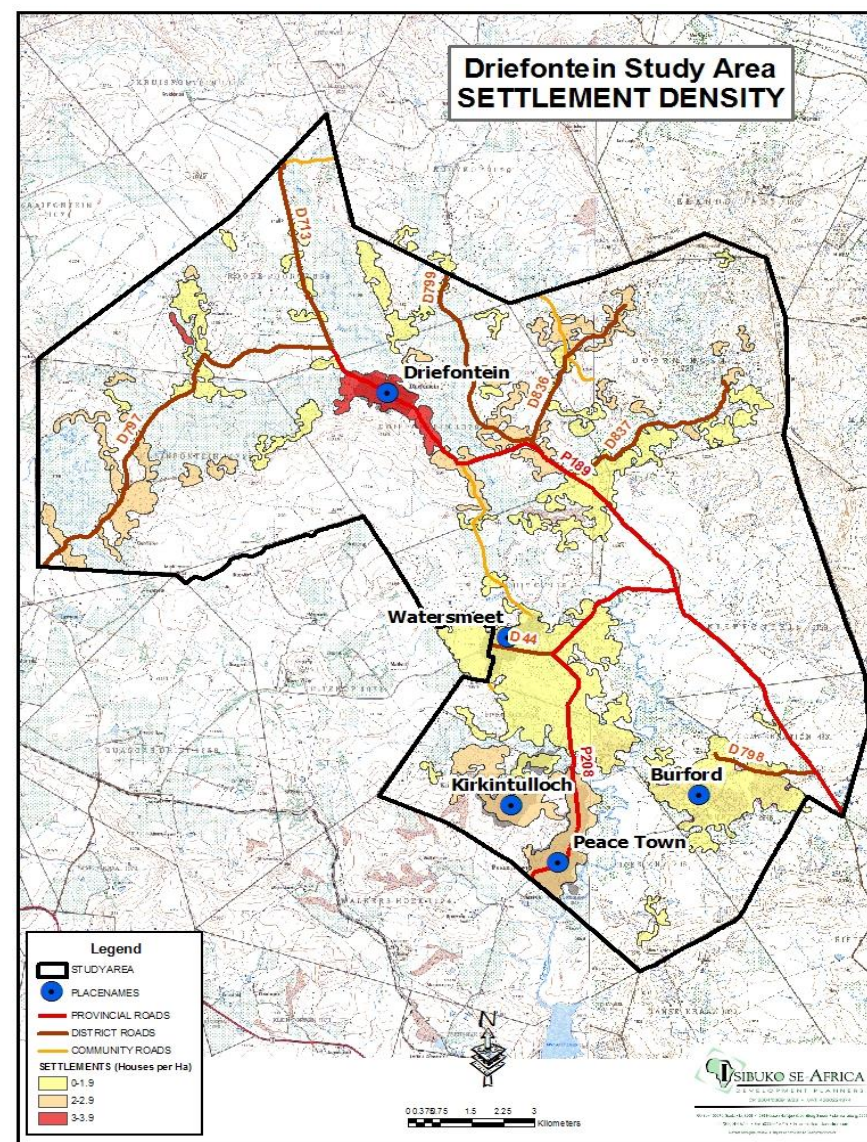
#### 4.1.3.1 DRIEFONTEIN COMPLEX

Access to Driefontein is obtainable from P189 which is a Provincial Route that adjoins N11 to Newcastle and Ladysmith Town. The second alternative access road is by P208 which adjoins R103 to Ladysmith Town.

Driefontein has over the years evolved as peripheral to the economy of Ladysmith Town. The area grew with a number of unplanned settlements in largely undeveloped farms. It is physically linked with the main town of Ladysmith by P189 which adjoins N11. Despite this location, the area remained relatively isolated from the mainstream economy and has grown as a poverty pocket which is just outside of the main town.



The Driefontein Complex consists of thirteen parent farms and



is located to the north of Ladysmith CBD. Driefontein complex has a catchment population of 53 581 people (24% of ELM population). The area was designated as a black spot in 1985 under the consolidation proposals of the 1970s. Over the years, the area expanded and grew but remained undeveloped settlements. The area is administered by the Abantungwa-Kholwa Traditional Authority.

The complex consists of the settlements of Driefontein, Watersmeet, Kirkintulloch and Burford. No formal detailed planning exists for the area, save to mention the Structure Plan that was developed in 1990 and a recently completed Local Area Plan.

A number of smaller dispersed rural settlements have also emerged and are spread within various parts of the farms but mostly along the main roads. This unplanned growth rendered a number of challenges including the provision of services and infrastructure. The area has not attracted any major physical development and has remained economically unproductive. The organs of the state which includes the municipality and government departments have pro-actively embarked on providing certain level of services to the community that reside within the area.

The settlement density slightly differs within various parts of the area. Driefontein appears to be the main settlement as such it has the highest density within the study area as it accounts for 3 – 3,9 households per hectare. This is followed by settlements of Peace Town, Kirkintulloch and Kleinfontein which have a density of 2 – 2,9 households per hectare.

The other settlements with the similar density are located next to Driefontein settlement along P189 and D836. The majority of the settlements within the study area have a far lower density of 0 – 1,9 households per hectare. These include Burford, Watersmeet and settlements along D836. The development challenges that persist within the area include relatively high population density, a lack of social, economic, bulk infrastructure and a poorly developed local economy.

#### 4.1.3.2 NORTHERN SETTLEMENTS

The northern settlements form part of municipal wards 24 and 25, and covers approximately 99 833 ha of land. The area consists of the following settlement clusters:

- Lucitania;
- Matiwane;
- Elandslaagte;



- Cremin; and
- Nkunzi.

Expansive commercial agricultural farmlands covers the majority of the area, while isolated scattered rural settlements are found mainly in Matiwane, Nkunzi and Cremin on either communal property institution (CPI) or privately owned land. None of these settlements is located on Ingonyama Trust land.

These settlements are situated approximately 30km north of Ladysmith, in close proximity to the N11. The local access road (P263) linking Matiwaneskop to the N11, as well as the access road servicing Jonoskop, is gravel. The other access road links Matiwaneskop to Driefontein. The settlements of Matiwane, Jonono, Nkunzi and surrounding farmlands are located as far as 30 – 50km away from the central business district of Ladysmith. These areas function as the residential areas for the farming community and labour and can be considered as the peripheral to the economy of Emnambithi/ Ladysmith. They are made out of ward 23 and 24 of Emnambithi/ Ladysmith Municipality and share the administrative boundaries with Endumeni and Dannhauser Local Municipalities. Over the years, these farms attracted rural settlements with different which are spread within various parts of the farms but mostly along the main roads. This unplanned growth rendered a

number of challenges including the provision of services and infrastructure. The area has not attracted any major physical development and has remained economically unproductive. This was further exacerbated by the closure of the mining activities within the area.

The study area comprises of discrete pocket of settlements that are separated by a group of farms while linked by the main routes to each other. Matiwaneskop, Jononoskop and Lucitania share the same pattern which is a simple grid-iron. This pattern is familiar amongst betterment planning and early township planning approaches. The grid-iron pattern is favourable considered for the delivery of services. However Nkunzi and Cremin settlement areas do not follow this pattern. It appears as if these areas were not subjected to any proper land use allocation as a result these settlements do not have any recognizable structure (Status Quo Report, 2012:34).

#### 4.1.4 SMALLER SETTLEMENTS

Smaller settlements within ELM include the following:

- Blue Bank Settlement is located to the west of the N3 adjacent to the P187.

- Van Reenen settlement is located in the most western tip of ELM along the N3. The settlement is to the north of the N3 and the area has been identified as the gateway into the province.
- St. Joseph's Mission is further north of the Blue Bank settlement, also located to the west of the N3 and adjacent to the P409. The area is located on old Mission ground.
- Droogval Settlement is located to the west of the N11 and in the northern portion of ELM.
- Steincoal Spruit is located adjacent to the R602 and in close proximity to the Wasbank settlements in the Endumeni Municipality.
- Lucitania Settlement is situated to the north of the Collings Pass Road, which links the N11 to Matiwanoskop complex, as well as to the Free State.

#### 4.1.5 SETTLEMENT DENSITY

The highest settlement densities are found within some of the rural settlements that form part of the Matiwane area. This is followed by relatively high densities in parts of the main urban

areas of Ladysmith and Ezakheni, as well as parts of Colenso. Settlement densities can be described as follows:

- Matiwane area: Matiwanoskop and Jononoskop have approximately 16 household per hectare. Cremin and Elandslaagte have a relatively low density of approximately 3- 3.9 households per ha. This is followed by a settlements adjacent to P314 which has a density of 2 – 2.9 households per hectare. Other settlement pressure point are Nkunzi area and Lucitania, with about 10 households per ha.
- Ezakheni Township: Some of the highest density settlements are found in Ezakheni with an average density of 9.5 households per ha.
- Ladysmith area: Densities in the Ladysmith complex vary according to different areas within the complex. The highest densities are found in the eastern areas of Ladysmith (Steadville) with 8 households per ha. Lower densities ranging from between 3 to 5 households per ha are found in the central, north-western and southern parts of the complex.
- The Colenso settlement has household densities that vary between 2.7 to 14 (eastern part) households per ha.

- The Driefontein area is less densely populated. Driefontein has the highest density within this area of 3 – 3.9 households per hectare. This is followed by settlements of Peace Town, Kirkintulloch and Kleinfontein, which have a density of 2 – 2.9 households per hectare. The other settlements with the similar density are located next to Driefontein settlement along P189 and D836. The majority of the settlements within the study area have a far lower density of 0 – 1, 9 households per hectare and includes Burford, Watersmeet and settlements along D836.
- Other rural settlements, such as Roosboom accommodate between 1.2 and 1.8 households per ha, which is relatively low-density developments.

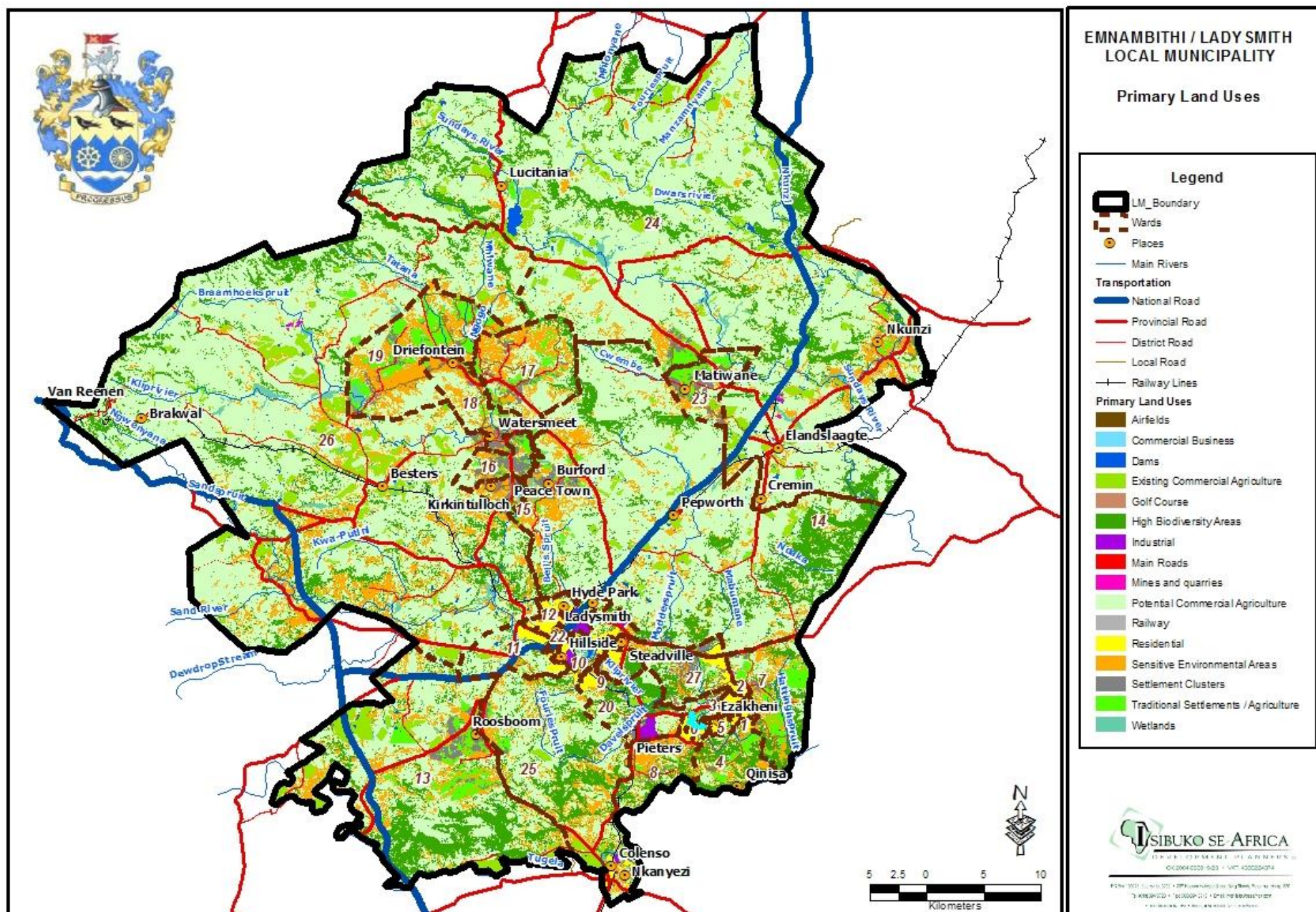
area. The potential commercial agriculture category refers to grassland, covering 173 325ha or 58.45% of the municipal area. Clearly, this is the land use presenting significant potential for development.

## 4.2 CURRENT LAND USE

### 4.2.1 COMMERCIAL AGRICULTURE

The dominant land use within ELM is commercial agriculture, which covers 189 125.57ha or 63.8% of the geographic area of the municipality. Existing commercial agriculture is represented by commercial crops (14 079ha) and commercial forestry (1 754ha), which accounts for 5% of the municipal





#### 4.2.2 SETTLEMENTS

Settlements represent 4% of the land uses in ELM, which is a small percentage of geographical space. The majority of the urban settlements and population concentration in ELM is in the central and southern portions of the municipality. It includes the main urban complexes of Ladysmith and Ezakheni, as well as Colenso. These settlements are formalised urban areas, with Ladysmith being the main economic and administrative centre in ELM. Land uses within the main urban centres include residential, commercial, industrial and a range of other complementary land uses. These areas also provide a high level of social and infrastructural services.

Other settlements, which are significant in size but are not formalised urban areas, include Driefontein complex, Matiwane complex and Roosboom, which is to the south of Ladysmith. Other smaller settlements are scattered within the municipal landscape and include, Lucitania, Blue Bank Settlement, St. Joseph's Mission, Droogval Settlement, Steincoal Spruit (Nkunzi) and the Van Reenen.

#### 4.2.3 ENVIRONMENTAL AREAS

Approximately 26% of the municipal area's land use is taken up by environmental areas. These consist of sensitive

environmental areas (indigenous bush - 35 122.65ha) and high biodiversity areas (41 711.78ha).

### 4.3 SPATIAL ECONOMY

#### 4.3.1 INDUSTRY

ELM is uThukela's manufacturing hub as a result of previous Government planning efforts that designated Ladysmith as a growth point in 1968. The town's development role was further cemented with the establishment of the Peters industrial estate at Ezakheni in 1983, as part of the Government's Regional Industrial Development Programme. Today, Emnambithi's main industries are textile, clothing, footwear and leather, food, beverages and tobacco. The main industrial clusters in ELM are located in the Ladysmith complex. It includes the Nambithi Industrial Area, Peter's industrial estate (Ezakheni) and Danskraal (Helpmekaar Road).

As a result, the manufacturing industry is the greatest contributor to the economy of ELM, as well as to employment in ELM. This sector hires approximately 29% of formally employed people and contributed R2.9 billion in 2008 to the local economy. However, there has been a serious decline in the manufacturing industry since 2001/2002, with an average

annual growth rate of -4% since 2001. As such, it is imperative that this sector needs to be supported to enhance growth prospects.

#### 4.3.1.1 PIETER'S INDUSTRIAL PARK

The Peter's (Ezakheni) industrial area is situated approximately 16km from Ladysmith CBD, between Hillside and the residential areas of Ezakheni. It is bordered by the P333 to the north, the P325 to the east and the P319 to the south. According to iThala, the total land area of the estate is approximately 630ha, of which 27ha is under roof. Recent vacant site listings for this area by iThala, indicates that there are 23 sites or approximately 2.7ha of industrial land available for lease. The current occupancy rate of the industrial estate is approximately 78%. According to the ELM Manufacturing Strategy (2010), around 40% of the businesses manufacture textiles, clothing and footwear. The remaining industrialists manufacture office equipment and stationery, tents, safety materials, cardboard and cardboard boxes, plastic mouldings, kitchen appliances, animal feed and packaging materials and bags.

#### 4.3.1.2 DANSKRAAL INDUSTRIAL AREA

The Danskraal industrial area is situated approximately 4km from the CBD along the Helpmekaar Road and is approximately 141ha in size. The area houses a variety of manufacturers. These include clothing and textiles, plastics and bread making. Some residents of this area include Sasko Milling, Lasher Tools, Dunlop, Zorbatex, Northern Natal Plastics, and Durban Overall.

#### 4.3.1.3 NAMBITHI INDUSTRIAL AREA

The Nambithi Industrial Area lies approximately 2km south-east of the town centre. The area covers an area of approximately 121ha. It is home to a variety of manufacturers such as Distell, Roll Print Labels and Chep SA.

### 4.3.2 TRADE AND COMMERCE

The commercial sector in Ladysmith can be separated into the formal and informal sector. The formal sector is represented by formal businesses, operating from formal business premises in the CBD of Ladysmith and regulated by the Ladysmith Town Planning Scheme and by-laws.

The informal sector, on the other hand, operates mainly from temporary structures in the downtown part of Ladysmith (near the taxi ranks at Ayle Street). A fair amount is also found in the township where it occurs in the form of spaza shops, containers



and trading stalls. Poorly coordinated informal trading impacts negatively on the quality of the environment and compromises the aesthetic character of the area.

The municipality has developed an Informal Trading Policy, which enables the traders to be registered with the municipality for their operations and also regulate informal trading within the Emnambithi town. Among the issues identified in the Informal Sector Policy are the zones or streets whereby the hawkers are permitted to operate.

The main commercial activities are concentrated in the Central Business District of Ladysmith. This area is dissected by Lyell Street (N11) and is defined as the area north and west of the Klip River with Walton and Keate streets to the west, the area up to Willis Street in the north and business quarter north of the Ladysmith Railway Station up to Thomas and Cemetery Streets. The area is approximately 195ha in size and seems to be contained from further growth by the edge of the Klip River and the rail on the east and south, and by the developed suburban areas to the north and west. As a result, further growth is taking place through redevelopment. There is however, a noticeable accretion of commercial uses into residential areas abutting the CBD, and along the major arterial routes into and out of the CBD.

Potential exists for the development of a CBD extension node at the intersection of the N11 and the road from Ezakheni Township. This area is suitable for both light/service industry, commercial development and tourism related activities.

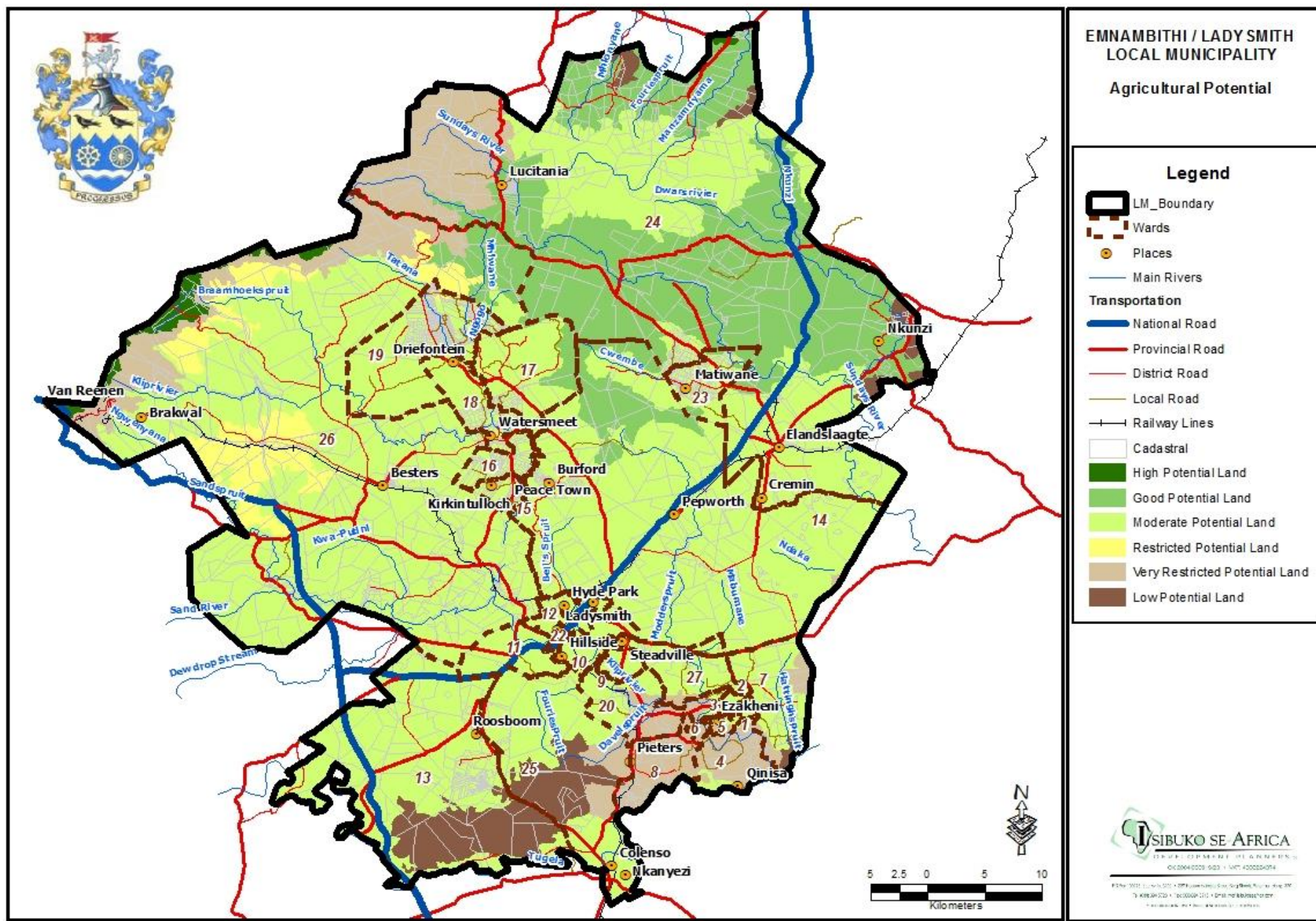
#### 4.3.3 AGRICULTURE

The ELM could be divided into six agricultural zones based on soil conditions and the associated production potential. Small isolated patches of areas with high agricultural potential occur along the high lying areas in the escarpment.

A relatively large block of land with good agricultural potential occurs just north of Driefontein Complex towards the border with Dannhauser and Endumeni municipalities. The majority of this area is developed as grazing land and accounts for the good performance of the region in livestock farming. This area receives relatively good rainfall throughout the year. The land stretching from the Colenso escarpment through Ladysmith to mountains is characterised as having moderate agricultural potential. Rainfall in this area is erratic and the soil condition is susceptible to erosion. Unsustainable farming practices and settlement pattern in areas such as the Driefontein Complex have contributed to poor veld conditions and erosion of production potential.

The remaining areas concentrated mainly also the Drakensburg Escarpment and the crest to the west of Colenso is characterised as having severely restricted to low agricultural potential. These areas have rugged topography and are rocky. However, they are suitable for game farming and related activities. Given the footprint and potential spatial impact of the land reform in the ELM, it is critically important to provide land reform beneficiaries with technical support to be able to farm productively under conditions of moderate to low agricultural potential.





The ELM has a relatively small agricultural economy, with a well-developed livestock sector. Crop production potential is limited due to soil conditions and erratic rainfall. Some farmers supplement agricultural income with tourism related activities such as tourism accommodation and game farming.

#### 4.3.4 MINING

The ELM Strategic Environmental Planning Tool for the Municipality (Nemai Consulting, 2010) indicates that mining and quarrying activities are being carried out within the municipality but the spatial extent and location of these activities is not certain. Coalfields in the ELM extend across much of the eastern and southern parts of the municipality and encompass Ladysmith and Colenso in the south.

However, there has been a substantial decline in coal-mining in KwaZulu-Natal, particularly the northern coal rim, over recent years. This resulted in the closure of major collieries within the coalfields. The ELM is one of the regions that were badly affected by this. According to DWAF, in 2004 there were two dormant and six closed coalmines in the Sundays River Key Area. The natural drainage from these mines contains appreciable amounts of nitrates and phosphate and contributes to significant water pollution.

#### 4.3.5 TOURISM

ELM has a geographic advantage due to its strategic location in relation to the Battlefields and the Drakensberg, and major national highways (the N3 and N11). As such, the ELM is a 'gateway' to these prime tourist destinations, and also provides a number of attractions and tourist products. These include a rich heritage as reflected in the Ladysmith Museum, a large number of heritage sites associated with Anglo-boer war, wildlife (game farms) and nature reserves (nature conservation). Heritage as it relates to black communities in the area is poorly developed, despite the ELM having a strong musical legacy in the form of Isicathamiya and its association with the world renowned Amambazo Municipal group.

Tourism opportunities that still need to be explored and developed include rail tourism, view sites, cultural tourism and forging stronger functional linkages with the UDP. The Provincial Tourism Strategy identifies Ladysmith as a core railhead for trips into the Battlefields and Drakensberg, and thus an integral part of rail tourism. Areas such as Van Reenen's Pass, De Beers Pass and Colling's Pass are some of the most scenic parts of the ELM. Potential for adventure tourism exists along the mountain range, river valleys and game farms towards Colenso.

Research conducted by Tourism KwaZulu-Natal indicates that 27% of KwaZulu-Natal's overseas and African 'air departures' market primarily visited the Drakensberg and 7% the Battlefields in 2009. It is estimated that approximately 412 420 foreign tourists either visited or passed through ELM in 2009 to the above destinations. In terms of the domestic tourism market, it could be estimated that 249 000 domestic tourists either visited a destination within ELM, or passed through the area.

#### **4.4 LAND OWNERSHIP PATTERN**

The pattern of land ownership within Emnambithi/ Ladysmith Municipality demonstrates multiple tenure rights which range from freehold to communal and state land.

##### **4.4.1 INGONYAMA TRUST LAND**

There are portions of unallocated Ingonyama Trust land in and around Ezakheni Township and Peters Industrial Estate. Some of these are suited and well located for further housing development. Joint programs should be formulated between the ITB and the municipality for the future development of these areas.

##### **4.4.2 TRADITIONAL COUNCIL AREAS**

The only traditional council area in the ELM is the Abantungwa in the Driefontein Complex (ward 14, 17, 18 and 19). The area accounts for approximately 9% (26 655ha) of the municipal area. The area includes Driefontein Complex and portions of Matiwane. However, the traditional council has jurisdiction over the people only, as the majority of the land is in private ownership. Land allocation is therefore not undertaken by the council, but individual and syndicated land owners.

##### **4.4.3 PRIVATELY OWNED LAND**

The majority of the land in the Emnambithi/ Ladysmith Municipality is in private ownership. This includes extensive commercial agricultural land and plots developed for a range of land uses. The majority of the farmland with high agricultural potential and strategically located urban areas within the town is in the hands of white people. Farming areas with less potential for agriculture such as Driefontein, Lucitania, etc as well as economically inactive urban area such as Ezakheni and Steadville townships are in the hands of the black people.



#### 4.4.4 STATE LAND

There are a number of land parcels that belong to government within the urban and rural areas. These include the large tracks of land that exists on the outskirts of Colenso which belong to the municipality. Ezakheni Township on the other hand is surrounded by large tracks of land which are administered by the Department of Rural Development and Land Reform while some are registered in the name of the municipality. There are fewer properties within Ladysmith town which belong to the municipality and government.

#### 4.4.5 SERVITUDES

There are few properties which also belong to the parastatals. These include the railway line stations, servitudes and properties that belong to Transnet. There are also a number of electricity servitudes and sub-stations that belong to Eskom while the properties that accommodate the telecommunication infrastructure are under Telkom.

#### 4.4.6 SYNDICATE OWNERSHIP

There are large tracks of land that are not vested in an individual but a rather complex web of social group. These include the farms that belong to different trustees. Although a

clear set of rules exists to regulate the rights of all members to the land, this is the most diverse and complex form of land ownership. The majority of large settlements, particularly in the Driefontein complex have developed on trust lands and are proving to be difficult to unlock for housing development. In some instances, land ownership overlaps with traditional leadership thus creating confusion in terms of responsibility for land administration. This is the case in areas such as Driefontein complex as well as Matiwanoskop and Jononoskop.

#### 4.4.7 COMMUNAL PROPERTY INSTITUTIONS (CPI'S)

The implementation of the land reform programme has resulted in large tracks of land being registered in the name of the communal property institutions (CPIs) representing the beneficiary communities. CPIs occur in the form Communal Property Association (CPA) or land trusts. The key challenge with this form of ownership is that it subjects individuals to the will of the majority, and requires decisions relating to the development of land to be taken communally.

### 4.5 LAND USE MANAGEMENT

Land use management in Emnambithi/Ladysmith Local Municipality is fragmented reflecting the impact of the apartheid

policies. The KwaZulu-Natal Planning and Development Act, (Act No. 6 of 2008) requires the Emnambithi/Ladysmith Municipality to introduce a wall-to-wall Land Use Scheme (LUS) within five years from the implementation date of the relevant provisions of the Act. The proposed scheme will replace all the existing land use controls and provide for a uniform approach to land use management with the ELM.

There is a quandary where the Minister of Agriculture, via the Subdivision of Agricultural Land Act, 1970 may dictate land use or for that matter prevent the municipality from carrying out its constitutional mandate to prepare a wall-to-wall scheme over the full municipal area.

#### **4.5.1 TOWN PLANNING SCHEME AREAS**

Urban areas of Ladysmith and Colenso have approved Town Planning Schemes developed in terms of the repealed Natal Town Planning Ordinance of 1949, and now enforced in terms of the KwaZulu-Natal Planning and Development Act, Act No. 6 of 2008. The schemes are outdated, restrictive and represent the remnants of the apartheid spatial footprint. They promote land use separation, tends to control rather than facilitate development. More facilitative and flexible controls are required

to achieve spatial transformation and promote integrated and sustainable development.

#### **4.5.2 AREAS OUTSIDE TOWN PLANNING SCHEME**

Land use in Ezakheni is regulated in terms of the KwaZulu Land Affairs Act, but there are no systems and procedures in this regard. There are also a number of isolated townships established either in terms of the Development Facilitation Act or the Less Formal Township Establishment Act with their own area specific controls. Agricultural land is regulated in terms of the Sub-division of Agricultural Land Act, No. 70 of 1970.

Some of the old order planning laws were repealed in 2008 by the KwaZulu-Natal Rationalisation of Planning and Development Laws Act, 2008 (Act No. 2 of 2008). The legislation that repealed the old order laws did not recognise the make-shift land use schemes because in many cases the layouts did not match the actual development on the ground, there were different layouts for the same township or there were no copies of the layout plans.

From 1 November 2008 to the commencement of the KwaZulu-Natal Planning and Development Act, 2008 (Act No. 6 of 2008) on 1 May 2010, municipalities could request the MEC to reinstate an old order planning law land use scheme based on

a layout plan. No municipality ever requested the reinstatement of such a land use scheme. The provision that provided for the reinstatement of the land use schemes has been repealed and it is no longer possible to do that.

On legal terms the areas that have the legally adopted Schemes are the Ladysmith Town Planning Scheme and the Colenso Town Planning Scheme within the Emnambithi/Ladysmith Municipality.

The municipality is making use of the KwaZulu-Natal Planning and Development Act, 2008 (Act No. 6 of 2008) to have these Land Use Schemes approved.

There is no land use scheme for Ezakheni, unless Emnambithi-Ladysmith Municipality adopted a land use scheme for it in terms of the KwaZulu-Natal Planning and Development Act, 2008 (Act No. 6 of 2008).

All land uses that were lawfully exercised when the layout was still regarded as a land use scheme map must be regarded as lawful pre-scheme land uses. Development rights that were not exercised by 1 November 2008 lapsed.

Town planning schemes in terms of the Town Planning Ordinance, 1949 (Ordinance No. 27 of 1949) are not

affected. These were dedicated land use schemes, not land use schemes based on a layout plans and generic land use scheme clauses. Town planning schemes in terms of the Town Planning Ordinance, 1949 (Ordinance No. 27 of 1949) enjoy full recognition as land use schemes.

#### **4.5.3 LAND USE MANAGEMENT IN SEMI-URBAN AND RURAL AREAS**

There are no formal land use controls in the form of planning schemes that covers the rural and semi-urban areas. The municipality has initiated processes for the preparation of the Local Area Plans in partial pursuit of promoting proper planning within the previously neglected areas. Although these plans do not take away a need to for a comprehensive wall-to-wall planning scheme, they form an important step towards promoting proper development. There is also an increasing need for residential land as certain areas experience immigration and an increase in small and nuclear families. These plans seek to strike a balance between housing need and protection of agricultural land from encroachment of settlement (into high potential agricultural land).

#### **4.6 LAND REFORM PROGRAMME**

#### 4.6.1 LAND TENURE UPGRADING

Land tenure Upgrading in the ELM has thus far focussed on the resolution of labour tenant claims which are spread throughout the area. The DRDLR often includes farm dwellers in projects that seek to address labour tenant issues. The program makes provision for two options that is on-farm and off-farm settlement. On-farm settlement which is the common approach in the area results in the proliferation of small isolated settlements which do not create sufficient thresholds for the provision of basic services and community facilities. An area based approach which allows for the clustering of applications and area based planning as opposed to farm based planning should be promoted.

In addition to the resolution of labour tenant claims, there is also a need to initiate title adjustment processes in areas such as Driefontein, Watersmeet, Lucitania, Peacetown and Matiwane where there is evidence of syndicated and privately owned land. In many instances, the original owners of these properties have passed on, and these properties cannot be released for development unless ownership information has been updated.

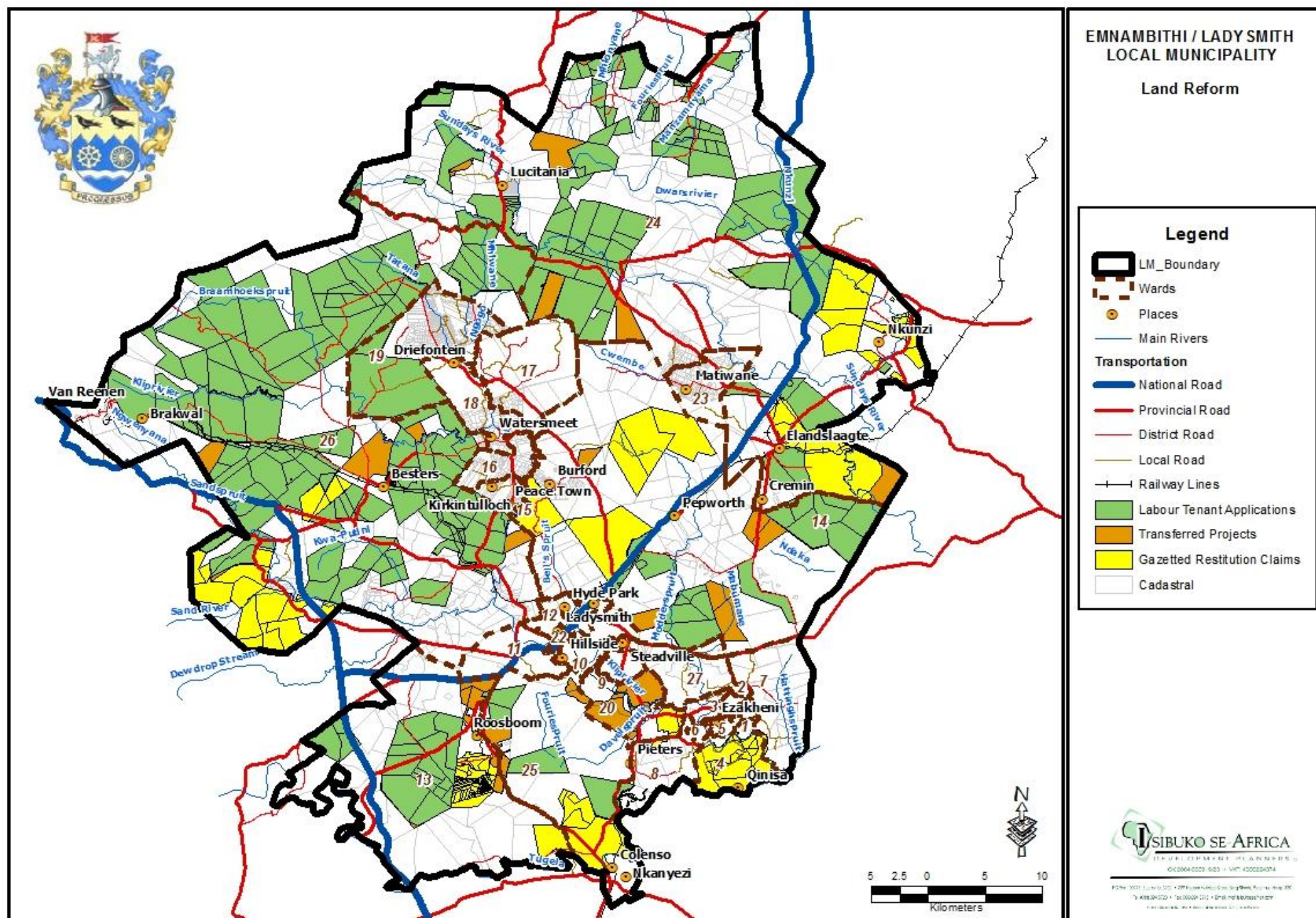
A large number of people have lived (with or without the concern of the owners) as if they own these areas. As such, they have acquired beneficial occupation rights which are

protected in terms of the Extension of Security of tenure Act. These land tenure rights should be confirmed as part of a process towards the development of these areas into sustainable human settlements.

#### 4.6.2 LAND RESTITUTION

A substantial amount of land restitution claims were lodged with the Regional Land Claims Commission (RLCC) within Emnambithi/Ladysmith Municipality. With reference to the map below, there are 470 restitution claims that were lodged. 66 of these claims have been transferred and 152 have been settled. The total size of land that is under restitution claims amounts to 33 016ha and 6442ha of that land has already been transferred to black owners. Delays in the finalisation of rural land claims create uncertainty and deny the area investment. Despite the progress that has been made in terms of resolving these land claims a lot of work still needs to be done. This relates to resourcing the new farm owned with capital and soft skills to manage the farms in a manner that ensures that these remain productive.







### 4.6.3 LAND REDISTRIBUTION

The implementation of the land redistribution programme within the ELM has been integrated into the labour tenant and ESTA sub-programmes. However, there are a few projects implemented through the Land Redistribution of Agricultural Development (LRAD) and Pro-active land acquisition strategy (PLAS).

## 4.7 INFRASTRUCTURE ASSESSMENT

Although bulk infrastructure development is a function of the District Municipality in respect of water and sanitation, and ESKOM in respect of electricity, it is critically important for the ELM SDF to include a spatial depiction of the issues in this regard.

### 4.7.1 ELECTRICITY

There are a number of sub-stations that exists within the ELM. There are also a number of HV and MV cables that originate from these substations which distribute electricity within different parts of the municipal area. This is further supported by the MV stations. The existing sub-stations are nearing capacity and needs to be upgraded. Eskom has made plans to address this situation. This includes the development of two

major sub-stations in Braamhoek and Driefontein (Mathondwane). Each of these sub-stations has a capacity of 22kv and costs approximately R8billion. Ladysmith and Colenso urban areas are more developed with electricity network than rural areas, farmlands and township.

Eskom is the licensed distributor of electricity within the majority of the municipal areas. Emnambithi/ Ladysmith Municipalities have obtained a licence to purchase and sell electricity within some of the urban areas. Eskom is still however responsible for the provision of electricity within the rural areas of the municipality.

The capacity of some of the electricity infrastructure within the area appears to be weak such that there are indications of challenges which include the weak and overloaded sub-stations and power failures during the windy and stormy periods. According to the discussions with Eskom, there are seven settlements that do not have access to electricity within Emnambithi/ Ladysmith Municipal area. These are as follows:

- Mathondwane,
- Watershed,
- Kleinfontein,

- Qínisa,
- Nkunzi,
- St. Joseph's Mission, and
- Kirkintulloch.

#### 4.7.2 WATER

There are vast disparities in terms of the provision bulk water infrastructure within Emnambithi/ Ladysmith Municipal area. The urban areas are supplied with an advanced level of water infrastructure compared to the other areas. Ladysmith town has a Water Treatment Plant which is located on the western outskirt of the town. The plant has a daily capacity of 30 Mega litres per day. 17 ML comes from Spienkop Dam (which is 30km south west of Ladysmith) and 13 ML comes from the Klipriver which is adjacent to the Water Treatment Plant. This plant has reached its capacity. There is also a Water Treatment Plant within Ezakheni. This WTP abstracts water from Tugela River and supplies Ezakheni Township and St. Chads. There are plans that UThukela District Municipality have made to upgrade these Water Treatment Works in order to ensure that there is sufficient capacity for water within the area.

The rural areas do not have the advanced bulk water supply infrastructure such as the Water Treatment Works (WTW), Waste Water Treatment Works and there are no water networks. There are rural areas that receive water from bulk schemes these include St Chads, Mthandi, Qínisa and Ezintabeni. Surface water is not used directly to supply water to these rural areas within ELM. There are 11 communal rural schemes within ELM that utilise groundwater as a resource, either through boreholes or springs. Surface water is not used directly as a formal supply resource within the rural areas of ELM. The rural schemes include Burford, Driefontein, Watersmeet, Peace Town, Kirkentulloch, Van Reenen, Roosboom, Matiwanoskop, Madilika, Mtateni and Nkunzi. In addition to the water schemes, the DM supplies a basic survival level service through boreholes equipped with hand pumps and protected springs. These resources are referred to as a rudimentary supply, and are used to service those areas where a communal rural water scheme is not yet in place. There are no WTW or WWTW in the rural areas. The water is purified via manual chlorination in the reservoirs. This infrastructure needs to be maintained.

Based on the discussion with UThukela District Municipality, the entire municipal area does not have enough capacity for

bulk water supply to accommodate any future large scale developments. UThukela District is busy developing a master plan in order to address this. The district considers the provision of rudimentary boreholes in rural areas as just an interim arrangement that may need to be phased out once the area's bulk water supply infrastructure is sufficiently catered for.

#### 4.7.3 SANITATION

The level of sanitation and sewerage infrastructure within Emnambithi/ Ladysmith Municipality demonstrates unevenness in the provision of services within the municipal area. The urban areas such as Ladysmith and Ezakheni are well provided with waterborne sanitation infrastructure. These urban areas are supplied with fully fledged sewerage reticulation networks, sewer pump stations and sewer treatment plants. Ladysmith town is serviced by a series of gravity sewer lines which gravitate into two sewage pump stations. The northern section of Ladysmith town feeds into a pump station adjacent to the Illing Road bus terminus. The south and central section of Ladysmith feeds into another pump station at the corner of Queen and Forbes streets. The pump stations in Ladysmith town are easily upgradeable. The pipe fittings for additional pumps in the pump stations are already in

place. The sanitation infrastructure in Ladysmith town is in a good condition.

The households that fall outside of the urban areas use pit latrines for sanitation purposes. This may be considered as a limiting factor in terms of future development (i.e. large scale commercial or industrial) that may take place within these areas. This is particularly due to the fact that pit latrines and VIP sanitation is unattractive to business zones, bad odour due to the nature of the facility, environmental degradation due to contamination with underground water table.

The provision of appropriate waterborne sewerage system will be critical for specific development of specific areas. The other alternative may be the provision of septic tank sewerage system. The Septic Tank System is a small scale (on-site) sewage treatment facility common in areas with no connection to main sewage pipes. The septic tanks infrastructure may not be as expensive as the waterborne sewerage.

#### 4.8 ROAD NETWORK

The road hierarchy within the municipal area can be divided in three major categories which can be classified as:

- National roads;

- Provincial roads; and
- District and local roads.

The primary routes include the national routes that exist within the area and few strategic provincial routes. The secondary and tertiary routes are mainly the provincial and district roads that exist within the area. The general quality of these routes is good with exception of the local access routes within the rural areas.

#### 4.8.1 NATIONAL ROADS

The N3 and the N11 can be considered as the primary routes within the municipal area. The N3 corridor runs along the western boundary in an east-west direction. The route is however, largely a movement corridor between linking Johannesburg and Durban. However, opportunity points exist at key intersections or off-ramps.

Similarly, the N11 is a movement corridor Linking KwaZulu-Natal with Mpumalanga Province through the north-western region of KwaZulu-Natal. This corridor forms an alternative route from KwaZulu-Natal to Gauteng and Mpumalanga. Due to the lower volumes of traffic along this road, and the fact that it is largely being utilised as an alternative route by trucks and

other freight vehicles, very few opportunities exist to develop nodes along the route.

One potential position for a node, however, is at the R602 and N11 junction which leads traffic of the N11 to the Endumeni Municipality. Here numerous commercial enterprises have been established in the past, some enjoying some levels of success, but the majority with low levels of success. There are no Direct Access Centres (DACs) along the N11 between the N3 and Newcastle. Opportunities exist to permit such a development along the N11, particularly in areas of major intersections or where traffic volumes merge.

#### 4.8.2 PROVINCIAL ROADS

R103 is the provincial route that runs parallel to the N3. It can be considered as the secondary corridor of the municipal area and it is also an alternative route for the traffic that passes through Ladysmith to other towns which choose not to use the N3.

The R103 (between Ladysmith and N3) links the N3 to Ladysmith and passes through the settlement of Brookfield. This is a movement corridor and limited opportunities exist for the development of nodes along this corridor. As mentioned above, one opportunity exists in the vicinity of the N3 and R103

intersection, although this is limited due to the fact that this interchange is tolled by the South African National Roads Agency (SANRAL) which may discourage the free flow of traffic through this intersection.

The R103 (between Colenso and Ladysmith) is primarily a movement corridor and is used by residents as an alternative route to avoid the tolls on the N11 and N3 interchange. This corridor links the urban core of Ladysmith with the Roosboom settlement and the Colenso complex. The road between Colenso and Ladysmith like the R103 is used as an alternative route to access the N3. Residents and road users from upcountry, including Dundee and Newcastle, use this road to by-pass the CBD of Ladysmith in the travels north and south. The road from the N11 through Ezakheni through to the Indaka Municipality carries heavy commuter traffic between Ezakheni and the CBD.

### 4.8.3 OTHER PROVINCIAL ROUTES

There are also a number of Provincial Routes that act as the access roads to settlement areas. These can be considered as the tertiary corridors and include the Driefontein Access Roads (P289 and P189). These form a loop which links the Driefontein complex to Ladysmith via the N11 to the east, and to the R103 to the west. This road is primarily an access road for the Driefontein community. The Matiwanoskop Access Road (P263) links Elandslaagte in the south to the N11, the community residing in the Matiwanoskop, and then through to the Free State via Collings Pass. This road is primarily an access road linking the Matiwanoskop community to the N11 and onto Ladysmith. The R602 links Elanslaagte and the N11 to Glencoe and Dundee, and it is a blacktop road.

### 4.8.4 DISTRICT AND LOCAL ROADS

These are the lower order of the movement routes that serves to connect different settlements and provide access to public facilities. The majority of rural villages are located along these roads. District roads are a responsibility of the Department of Transport (DOT) and are often developed in consultation with the Rural Transport Forums. Local routes are shared between

the district and the local municipality and serve as movement routes within settlements.

## 4.9 TRANSPORTATION INFRASTRUCTURE

### 4.9.1 RAIL

According to the Local Integrated Transport Plan (LITP), although the municipality has one of the best industrially orientated rail systems, crime, violence, poor service and high tariffs on goods lines, have in recent years led to a decline in the use of rail transport in the municipal area.

Currently all rail facilities in the municipality are under-utilised, with approximately 55 trains running through Ladysmith station on a daily basis. Rail passenger services are limited to between 3 - 4 trains operating between Durban and Johannesburg 3 days a week. As a result increased reliance by industry on road transport has placed increased pressure on the road network.

The three-way rail junction run along the N11 and the Ladysmith station is located close to the CBD. The Danskraal Yard is located on the Free State main line and the Glencoe-Vryheid line and acts as a depot for train marshalling and maintenance as well as rail maintenance. The passenger

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station is located some distance away from Danskraal close to the Central Business District (CBD).

#### 4.9.2 PUBLIC TRANSPORT

Public transport is limited to bus and minibus-taxi operations providing services between Ladysmith, Colenso, Bergville, Driefontein, Steadville, Watersmeet, Tshakane and Ezakheni. Table 1 below provides detail of the current operations.

Table 1: Minibus-taxi Services Operating from Municipal Ranks

Origin rank	Destination rank	Trip length	Operator
Lyell Street Municipality	Peace Town	18.64	Klip River Taxi Association
Ezakheni	Lyell Street Municipality	41.56	
Tsakhane	Lyell Street Municipality	24.21	
E- section (Ezakheni)	Lyell Street Municipality	20.94	
Driefontein	Ladysmith ( Illing Rd)	54.54	
Ezakheni A	Ladysmith (Illing Rd)	40.37	
Lyell Street Municipality	Bergville	54.27	
Ladysmith (Illing Rd)	Lusitania/Matiwane	67.51	
Lyell Street Municipality	Steadville	4.43	
Alexander Street	Lyell Street Municipality	67.73	
Watersmeet	Lyell Street Municipality	33.05	

(Source: District Municipality PTP 2005)

A further critical problem area is the provision of shelters as well as a number of minibus-taxi stops within the townships.

#### 4.9.3 AIR TRANSPORT

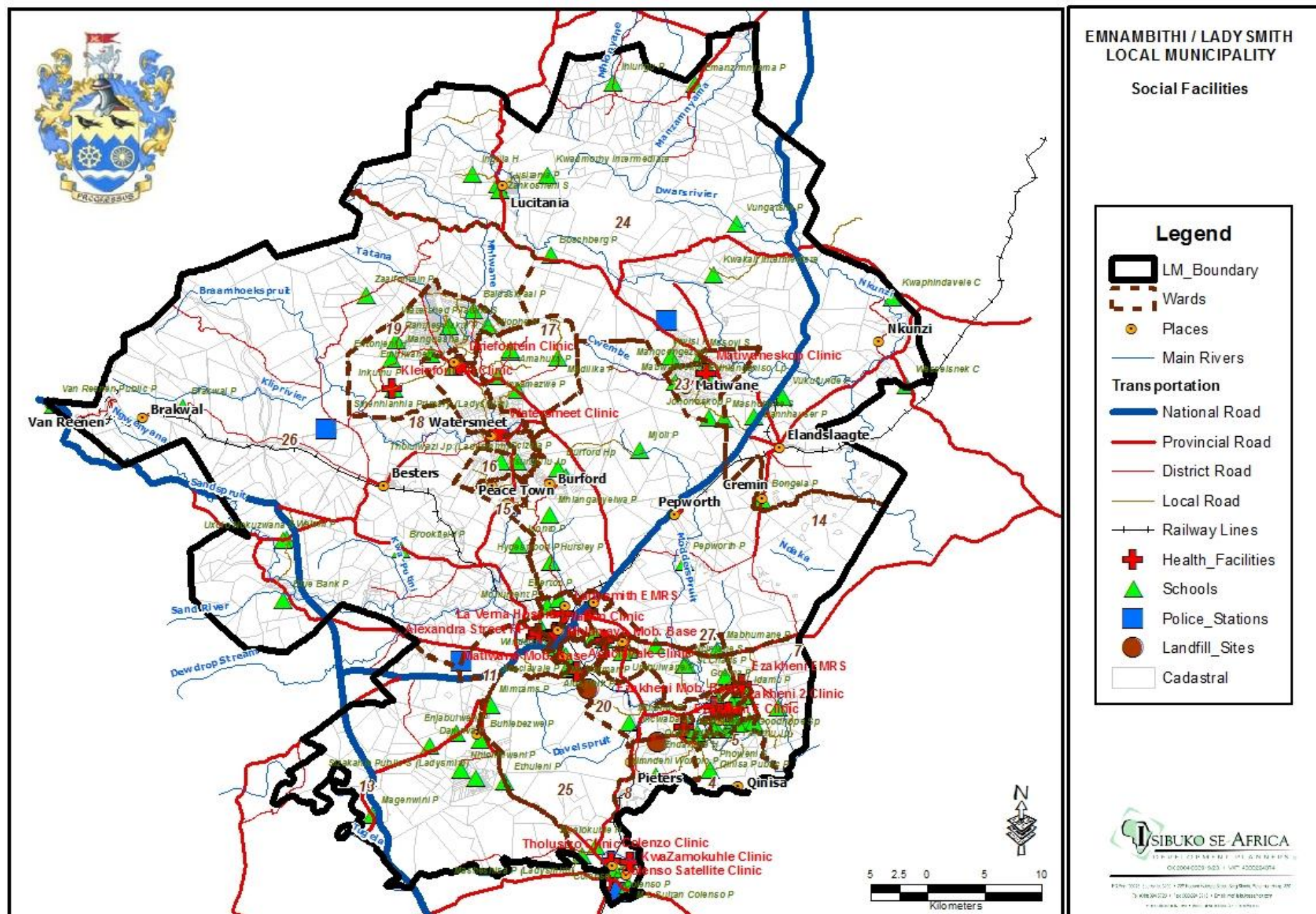
Ladysmith has a small aerodrome located at the intersection of the N11 and R103. The aerodrome is poorly developed, and the area does not generate sufficient air traffic. The nearest airport is in Pietermaritzburg approximately 150km from Ladysmith.

### 4.10 SOCIAL FACILITIES

#### 4.10.1 HEALTH FACILITIES

There are two main hospitals within the ELM region, namely the Ladysmith Provincial Public Hospital and La Verna Hospital which is a private hospital. They both serve as regional facilities and have a service threshold that covers the whole of UThukela District and beyond. Primary health care is provided through public clinics strategically located to serve the existing settlements (refer to the Map below). Some of the areas receive health services by means of mobile clinics supported by the Provincial Hospital. The mobile clinic points are located in areas that have all weather roads and accessible by a car.





#### 4.10.2 EDUCATION FACILITIES

The ELM is generally well provided with primary and secondary schools. Mnambithi FET College is the only tertiary institution found in the area. Given the regional role of the Ladysmith as a town, and the size of its service threshold, the area provides opportunities for the location of other training institutions.

#### 4.10.3 LIBRARIES

There are five public libraries within the ELLM area (ibid):

- Ladysmith Library;
- Colenso Library;
- Ezakheni Library;
- Steadville Library; and
- Agra Crescent Library (located approximately 35kms west of Ladysmith).

#### 4.10.4 POLICE STATIONS

The following police stations are located within the ELLM region:

- Ladysmith Police Station;

- Besters Police Station;
- Colenso Police Station;
- Elandslaagte Police Station;
- Ezakheni Police Station; and
- Ekuvukeni Police Station.

There are no planning standards that deal specifically with police stations.

#### 4.10.5 CEMETERIES

Access to cemeteries is one of the main challenges facing the ELM. The cemeteries in Ezakheni C1 and C3 are both located along a river and adjacent to wetlands. As such, it violates the requirements as suggested by the Department of Water and Environmental Affairs. None of the e benefitted from formal planning and has now reached their capacity. Ndomba Cemetery in Steadville was also closed due to poor location and lack of space.

Ladysmith Town Cemetery is located about 25km from Ezakheni and St Chads along the road to Steadville from Ladysmith town. It is the only formally established cemetery in Ladysmith-Emnambithi Municipality. This facility is also fast

reaching its capacity due to pressure. Informal burial sites are also found in various rural settlements such as Driefontein, Matiwane and Roosboom. Studies for the identification of land and development of a regional burial facility are currently underway.

#### **4.10.6 LANDFILL SITES**

Emnambithi/ Ladysmith Municipality does not have a proper waste treatment facility (e.g. incineration, gasification). The municipality has closed many small illegally operating landfill sites in order to comply with the standards of the Department of Water Affairs, (DWA). The Municipality is currently operating with one municipal landfill site, namely Acaciavalle. However, this site also does not conform to DWA minimum requirements and its licensing requirements. However, a site selection phase for establishing a new landfill site has been initiated. Once a new site has been selected, licensed and operational, the Acaciavalle landfill will be closed and rehabilitated in accordance with DWA minimum requirements. According to the IDP, waste collection is undertaken within the urban areas only.

### **4.11 SUSTAINABLE HUMAN SETTLEMENTS**

Human settlements are the spatial dimension as well as the physical expression of economic and social activity. The creation of sustainable human settlements is inevitably an objective for social development as it defines and conditions the relationship between where people live, play and work on the one hand and how this occurs within the confines of the natural environment. It is one of the most visible and quantifiable indicators of the society's ability to meet one of its basic needs - shelter, and a pre-requisite for sustainable human development and economic growth.

#### **4.11.1 HOUSING DELIVERY**

A differential strategy is being followed in the development of human settlements. Particular focus in the urban areas is paid to the eradication of informal settlements and release of land for the establishment of new settlements and delivery of a range of housing products within the urban edge. Dense rural settlements are also prioritised for transformation into sustainable rural human settlements through the rural housing subsidy scheme.

#### **4.11.2 SLUMS CLEARANCE**

Informal settlements are concentrated mainly in and around Ezakheni Township. They occur in the form of small isolated settlements. The ELM Housing Sector Plan (HSP), indicates that a number of projects have been initiated with the sole purpose to eradicate slums and eliminate informal settlements in line with the provincial policy.

#### 4.11.3 RURAL HOUSING

The Government's rural housing assistance programme has been designed to facilitate the transformation of rural settlements into sustainable human settlement. The HSP identifies a number of rural housing projects, and indicates progress with the practical implementation of each of these projects. Some originate from the land restitution programme and are intended to link land reform and housing development, while other target areas such as Peacetown, Driefontein and Matiwane.

#### 4.11.4 BREAKING NEW GROUND PROJECTS

Emnambithi/ Ladysmith Local Municipality developed the Housing Sector Plan in 2008 which estimated the total housing demand to be 10523 units. It is important to note that this figure is based on the housing waiting list dated 2008 as such it is

difficult to establish the accurate extent of housing backlog, particularly for low cost and middle income housing. Housing need is intense in areas such as Ezakheni, Roosboom, St Chads, etc and other similar settlements.

#### 4.11.5 MIDDLE INCOME AND UPMARKET HOUSING

Middle income and up market housing is undertaken by the private sector in response to a latent need. However, the municipality can facilitate the delivery of this form of housing through the incorporation of appropriately located land into the town planning scheme area and introduction of appropriate zoning. The Area between Ladysmith CBD and Ezakheni Township is suitable for this form of development, and this will facilitate spatial integration.

### 4.12 PHYSICAL ENVIRONMENT

#### 4.12.1 CLIMATE

Ladysmith is 1,015m above sea level and has a temperate climate, with an annual average temperature of 16.5°C. Summers are warm to hot and winters mild to cold. Winter sunshine averages almost 7 hours a day, which is among the highest in the country, which could create opportunities for



solar power generation. During winter, temperatures may drop below freezing, and Ladysmith experiences an average of 15 frost days annually.

The municipality can be characterised as a humid subtropical rainfall region with summer rainfall, but this can be further subdivided into regions which reach temperatures of over 22°C during the warmest months and regions where temperatures are below 22°C during these months. The warmer rainfall region covers the majority of the ELM and encompasses the southern areas of the municipality, while the cooler rainfall region is generally concentrated to the north. Annual rainfall is approximately 700 - 750mm, with the highest and lowest rainfalls in January and July respectively. The mean annual potential evaporation is 1,833mm. The ELM experiences many windy days, with northerly and north-westerly prevailing winds. Climate-related disasters experienced within the ELM include hail and windstorms as well as flooding.

#### 4.12.2 TOPOGRAPHY

The town of Ladysmith is located in the foothills of the Drakensberg Mountains, which form the escarpment. The dominant topographical features of the ELM are valley slopes and undulating hills, but the topography is highly diverse and

also includes broad valleys, moderate to steep slopes, rolling hills, flat plains, dolerite koppies and steep ridges (Nemai Consulting, 2010).

#### 4.12.3 GEOLOGY AND SOILS

The geology of the area is characterised by Karoo Super group rocks including shale, mudstones and fine-grained sandstones of the Dwyka, Ecca and Beaufort Group strata, with some Jurassic Period dolerite intrusions. There is a great diversity of soil types within the ELM, with varying drainage conditions, clay content, depth and agricultural potential (Nemai Consulting, 2010).

### 4.13 HERITAGE AREAS

The ELM region is characterised by a rich cultural and historic heritage. The historical buildings, the museums, the churches and the Battlefield sites offer an opportunity to explore the local history and represent an important tourism attraction within the municipality.

#### 4.13.1 HERITAGE SITES

The ELM has a large number of areas of historical and heritage importance, including Platrand and Lombardskop. The towns

of Ladysmith and Colenso are important historic and cultural centres being characterised by a rich historic heritage with numerous historical sites.

Ladysmith is the home of the world famous Ladysmith Black Mambazo. The Siege Museum and Cultural Centre in Ladysmith contain exhibitions on Ladysmith Black Mambazo and the Drakensberg Boys' Choir. Historical and cultural attractions in Colenso include the R. E.

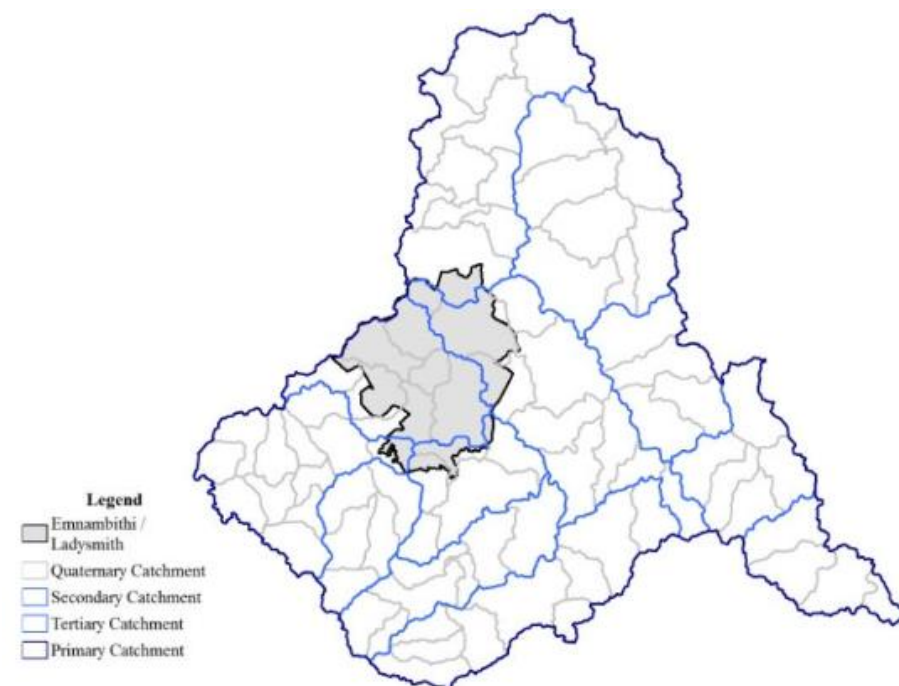
#### 4.13.2 ARCHAEOLOGICAL SITES

The ELM features numerous archaeological sites spread throughout the area. However the data coverage as provided by the Natal Museum is by no means complete. It is important to note that no area has been totally surveyed for archaeological sites. Therefore the recorded sites provide only an indication of what is available in the area. Many other archaeological sites are likely to occur within the Ladysmith area (Nemai Consulting September 2010:124).

### 4.14 WATER RESOURCES AND CATCHMENT MANAGEMENT

The following information is based on the Department of Water Affairs and Forestry's Internal Strategic Perspective on the Thukela Water Management Area (2004).

#### 4.14.1 THUKELA WATER MANAGEMENT AREA



The ELM is located within the Thukela Water Management Area (WMA), which is characterised by extensive drainage systems. The Thukela catchment experiences relatively high rainfall, which leads to a high Mean Annual Runoff (MAR) of

approximately 3,799 million m<sup>3</sup>/annum. Groundwater quality within the WMA is generally good, and usage only equates to about 100 m<sup>3</sup>/km<sup>2</sup>/annum, which is only 0.4% of the mean annual recharge over the WMA as a whole.

Table 2: Drainage areas and major rivers

Quaternary catchments	Major river
V11M	Tugela River
V12A	Kip River (and tributary Braamhoekspruit)
V12B	Ngogo River (and tributaries Tatana and Mhlawane)
V12C	Klip River (and tributaries Ngogo and Flagspruit)
V12D (partial)	Ngwenyana
V12E (partial)	Sand River
V12F (partial)	Klip River (and tributary Sand River)
V12G	Klip River (and tributary Modderspruit)
V14A (partial)	Tugela River
V14B (partial)	Tugela River
V14E (partial)	Tugela River
V31E (partial)	Jim Shole; Mhlonyane; Fouriespruit; Amanzamnyama
V60A (partial)	Sunday's River (and tributaries Ndaka, Emnyameni and Nhlolamvula)
V60B (partial)	Sunday's River (and tributaries Cwembe and Nkunzi)
V60C (partial)	Sunday's River

Source: Nema Consulting, 2010

The table above lists the drainage areas and major rivers of the Thukela WMA that fall within the ELM. There are two sub-catchments of the Thukela WMA within the ELM: the Upper

Thukela Key Area and Sundays River Key Area, which are discussed in more detail below.

#### 4.14.1.1 UPPER THUKELA KEY AREA

The Upper Thukela Key Area covers the western parts of the municipal area and has a MAR of 1,256 million m<sup>3</sup>/annum. The Thukela river system is the largest in KwaZulu-Natal, and the presence of four major inter-basin transfer schemes (Tugela-Vaal Project, Zaaihoek Scheme, Thukela-Mhlathuze Scheme and Braamhoek Pumped Storage Scheme) means this river system is of major significance for the industrial economy of South Africa (Kanz *et al.*, 2009).

The Klip and Thukela Rivers are the main rivers of the Upper Tugela Key Area, which fall within the ELM. The Thukela drains the area to the south of Ladysmith, passing north of Colenso and forming most of the southern boundary of the municipality, while the Klip River drains the western and southern portions of the municipality and passes through Ladysmith. The Thukela and Klip Rivers converge about 20km southeast of Ladysmith.

There are only two major dams within the sub-catchment. Windsor Dam, which has a capacity of 27,300 mega litres and a surface area of 826 km<sup>2</sup>, was constructed on the Klip River north of Ladysmith in 1950. It was historically the main water

supply and flood control for Ladysmith, but the build-up of silt has reduced its efficiency. The Qedusizi flood attenuation dam is situated 5km downstream of the Windsor Dam and was completed in 1998. It has a capacity of 133,295 mega litres and a surface area of 19,594km<sup>2</sup>. According to EnvironDev (2009), irrigation water in this area is abstracted from the Klip River and from a small section of the Thukela River.

Ladysmith is regularly affected by flooding due to its location on the Klip River. Minor flooding occurs almost annually, but during the period between 1887 and 1987, 29 major floods have occurred, including the flood of 1996 in which hundreds of families had to be evacuated. A flood defence system known as the Ladysmith Flood Control Scheme has also been developed and involves maintenance of levees and the Klip River channel (Nemai Consulting, 2009). According to the State of the uThukela District Report (2007), Ezakheni and Colenso have inadequate storm water systems, and these areas are also regularly affected by flooding due to the frequent storms which occur in the area.



#### 4.14.1.2 SUNDAYS RIVER KEY AREA

The Sundays River Key Area is the other sub-catchment within the Thukela WMA. The Sundays River drains the north-eastern section of the municipal area and flows in a south-easterly direction from the Eastern Escarpment to converge with the Thukela River to the south of the municipality. This sub-catchment area has a MAR of 220 million m<sup>3</sup>/annum, and the gross available water in the Sundays River, based on current development levels, is estimated to be 12 million m<sup>3</sup>/annum.

Commercial dryland agriculture is the dominant land use in the section of the Sundays River Key Area within the ELM. Irrigation is supplied from farm dams and rivers, but the only significant water storage is the Slangdraai Dam on the Sundays River near Ladysmith, which was completed in 1986 and has a capacity of 10,300 mega litres and a surface area of 2,400km<sup>2</sup> (Nemai Consulting, 2009). The return flows from irrigation and two dormant and six closed coal mines in the upper catchment areas are significant and contribute to water quality problems.

#### 4.14.2 WETLANDS

The well-developed river systems within the ELM give rise to numerous wetlands throughout the municipality, with the majority concentrated in the areas northeast, north and

northwest of Ladysmith. Kanz *et al.* (2009) state that wetland systems within the uThukela District Municipality are distributed in a complex mosaic, occupying a variety of positions in the landscape across altitudinal gradients, ranging from open water bodies such as mountain tarns, small hanging wetlands, high on valley sides, a variety of vleis and marshes, down to extensive wetlands associated with an intricate network of stream and river courses.

Wetlands support high levels of biodiversity due to the variation in abiotic conditions, which gives rise to a diversity of ecotones supporting varied faunal assemblages, and they are therefore of major importance for nature conservation. Wetlands perform various other important functions, including flood attenuation and improvement of water quality due to the retention of sediments, nutrients and pathogens and are therefore critical for the continued provision of ecosystem services. Wetlands also have value as tourist attractions.

Kanz *et al.* (2009) used the Ezemvelo KwaZulu-Natal Wildlife systematic aquatic conservation plan when determining the areas of conservation priority for the uThukela District Municipality. The Earmarked Areas are required to be kept in a compatible form of land use so that the biodiversity goals and targets for the Province can be achieved, but many of these

areas have already been transformed. Critically important areas in the ELM were located in a band from northwest to southeast along the western and southern Municipal boundaries, with a small section in the north of the Municipal area, near and along the boundary.

The rivers and associated wetlands within the uThukela District Municipality (particularly the upper catchment wetlands) have been classified by Kanz *et al.* (2009) as being of 'national importance'. High conservation value and biodiversity sensitivity should be attributed to all wetlands within the District, even if they are degraded (Nemai Consulting, 2010). According to Kanz *et al.*, the sustained provision of clean water is dependent on the wetlands, rivers and grasslands in the uThukela District Municipality. The vegetation needs to be well-managed to maintain the vegetation cover that ensures the protection of the soil during precipitation events, effective absorption of water into the soil and the slow release of the water into the system thereafter.

#### 4.15 BIODIVERSITY

The following sections are based on information obtained from the Biodiversity Sector Plan for the uThukela District Municipality (Kanz *et al.*, 2009). The District Municipality

comprises marked biophysical gradients influenced by altitude, slope position, aspect, climate, topography and geology, which creates a diversity of habitat types. This translates into 'exceptional' terrestrial and aquatic biodiversity, species richness and endemism.

##### 4.15.1 FLORA

The majority of the Municipal area is classified as the grassland biome, but savannah is present in the areas near the south and south-eastern boundaries, extending westwards as far as Ladysmith.

The flora can be further subdivided into vegetation types, which can be defined in terms of dominant, common and rare species that may be associated with landscape and physical features such as topography, geology, soils and climate. This shows the vegetation types found within the ELM and provides an overview of the position each vegetation type occupies and its conservation status. The dominant vegetation types are Northern KwaZulu-Natal Moist Grassland, KwaZulu-Natal Highland Thornveld, Thukela Thornveld and Low Escarpment Moist Grassland, and of these vegetation types, only the Northern KwaZulu-Natal Moist Grassland is considered a threatened ecosystem (listed as Vulnerable).

Other vegetation types found within the municipality include Northern KwaZulu-Natal Shrubland, Eastern Free State Sandy Grassland (Endangered), Income Sandy Grassland (Vulnerable), Basotho Montane Shrubland (Vulnerable), Northern Afro temperate Forest, Thukela Valley Bushveld and Eastern Temperate Freshwater Wetland.

#### 4.15.2 FAUNA

The ELM supports various faunal taxa including mammal, bird, reptile, amphibian, insect and arachnid species. Game farms are present near the southern and eastern boundaries of the municipality.

The Nambithi Game Reserve, which covers approximately 20,000 acres, is located approximately 25km east of Ladysmith. This private game reserve is the only reserve in the region that is home to all of the big five (buffalo, elephant, leopard, lion and rhino), and it also supports over thirty other species of game including giraffe, hippo, hyena, impala, springbok and zebra.

According to *Kanz et al.* (2009), the uThukela District Municipality is considered a hotspot for amphibian and bird diversity (although this is primarily in the Drakensberg). Threatened bird species, such as Cape (*Gyps coprotheres*)

and Bearded Vulture (*Gypaetus barbatus*), as well as other raptors including Black Eagles (*Aquila verreauxii*), nest on the cliffs along the escarpment but they forage throughout the District and may require a large area to satisfy their food requirements.

It is therefore important that the habitat is protected not only for animals which reside in it, but also for animals which may use it temporarily. Crane critical biodiversity areas were identified within the ELM to the north and southwest of Ladysmith. Oribi critical biodiversity areas identified within the ELM are located north and northeast of the Ladysmith town.

### 4.16 PROTECTED AND DEVELOPMENT EXCLUSION AREAS

In order to conserve the high levels of biodiversity within the ELM, conservation planning must incorporate the range of biophysical features and diverse habitat types in order to retain the high levels of biodiversity associated therewith.

#### 4.16.1 FORMAL PROTECTED AREAS

The ELM only contains one formal protected area, the Tugela Drift Nature Reserve situated northwest of Colenso. It has a very small spatial extent but contains Thukela Thornveld and

KwaZulu-Natal Highland Thornveld vegetation types. It is managed by Ezemvelo KwaZulu-Natal Wildlife.

#### 4.16.2 INFORMAL PROTECTED AREAS

Kanz *et al.* (2009) indicate that there are a few Private Game Reserves and Private Nature Reserves within the ELM. They are considered as second order conservation areas due to land under private ownership generally being subject to commercial land use, which does not necessarily result in effective conservation. These areas do, however, represent opportunities for stewardship initiatives and protected area expansion. The Nambithi Conservancy is located at Elandslaagte.

#### 4.16.3 AREAS THAT REQUIRE CONSERVATION

##### 4.16.3.1 PROVINCIAL/DISTRICT CONSERVATION STATUS

Kanz *et al.* (2009) identified a section within the ELM as being one of two Critical Biodiversity Areas for 'immediate conservation action' within the uThukela District Municipality. Critical Biodiversity Areas are defined as follows:

*"Irreplaceable and highly significant areas that need to be maintained in a natural state in order to ensure the continued existence and functioning of species and ecosystems and the delivery of ecosystem services. A Critical*

*Biodiversity Area comprises the best choice of area for achieving biodiversity targets of the relevant biodiversity feature(s)"*

##### 4.16.3.2 NATIONAL CONSERVATION STATUS

The National Environmental Management: Biodiversity Act, 2004 (Act 10 of 2004) provides for the listing of ecosystems which are threatened and in need of protection. The List of Ecosystems that are threatened and in Need of Protection (Government Notice No. 1002 of 9 December 2011) has been published for terrestrial ecosystems. The reasons for listing threatened ecosystems are as follows:

*"The purpose of listing threatened ecosystems is primarily to reduce the rate of ecosystem and species extinction. This includes preventing further degradation and loss of structure, function and composition of threatened ecosystems. The purpose of listing protected ecosystems is primarily to preserve witness sites of exceptionally high conservation value. For both threatened and protected ecosystems, the purpose includes enabling or facilitating proactive management of these ecosystems. It is likely that ecosystem listing will also play a symbolic and awareness-raising role; however, this is not the primary purpose of listing ecosystems (List of Ecosystems that are threatened and in Need of Protection). The purpose of listing threatened or protected ecosystems is not to ensure the persistence of landscape-scale ecological processes or to ensure the provision of ecosystem services, even though listing ecosystems may contribute towards these important goals".*

Listed ecosystems are based on one of the following information sources:

- South African Vegetation Map
- National forest types recognised by DAFF
- Priority areas identified in a provincial systematic biodiversity plan
- High irreplaceability forest patches or clusters systematically identified by DAFF

The implications of listing the ecosystems are as follows:

- Planning-related implications, linked to the requirement in the Biodiversity Act for listed ecosystems to be taken into account in municipal IDPs and SDFs
- Environmental authorisation implications, in terms of NEMA and EIA regulations
- Proactive management implications, in terms of the Biodiversity Act
- Monitoring and reporting implications, in terms of the Biodiversity Act

Of the three ecosystems listed, the Nkunzi/ Sundays River Grasslands can be considered the highest priority for

conservation due to the fact that this ecosystem has a limited extent (only occurring within Emnambithi / Ladysmith and Dannhauser Local Municipalities) and because it supports five protected / endemic species (two bird species, the Wattled Crane and White-winged Flufftail; one mammal species, the Oribi' and two plant species, *Kniphofia breviflora* and *Selago longicalyx*). According to Mucina and Rutherford (2006), this ecosystem contains four vegetation types: Northern KwaZulu-Natal Moist Grassland, Low Escarpment Moist Grassland, Northern Afro temperate Forest and Northern KwaZulu-Natal Shrubland.

#### 4.17 SPATIAL PLANNING ISSUES

Based on the ensuing analysis of the current spatial situation within the ELM, it follows that there is a number of issues that need to be considered in order to formulate a credible and meaningful spatial framework for the area. These can be divided into the following categories:

- Policy directives
- Regional and external influences
- Internal spatial dynamics and trends
- Imperatives for spatial transformation.

#### 4.17.1 POLICY DIRECTIVES

The following policy directives provide a framework for the consideration of area specific spatial issues:

- In terms of the Constitution and various local government legislation, the municipality has a mandate to undertake wall-to-wall spatial planning. This includes providing guidance to land owners and developers for the location of different uses and direction of growth. This mandate should be undertaken in a fair and impartial manner.
- Spatial planning should have a clear focus on transformation issues with particular emphasis on undoing the spatial imprints of the apartheid and colonial past. The transformation of existing settlements (both urban and rural) into sustainable human settlements should form the core of this agenda.
- In addition, execution of this mandate should strengthen the developmental role of the ELM, and give effect to the spirit of cooperative government. As such, the SDF should reflect a shared vision.
- Furthermore, development (both social and economic) occurs in a natural environment. As such, the SDF

should advance the course of environmental and natural resource management and give effect to the intention of the environmental management agenda of the national government.

- Lastly planning should drive development. The SDF should indicate areas where development should not be promoted and priority areas for service delivery and socio-economic development.

In short, the SDF should be underpinned by a set of normative and substantive principles reflected in various policy documents. The normative principles are focused on and correlated to the field of spatial planning, land use management and land development, but, as is the case with all principles and norms, need further actualization in specific, concrete contexts.

#### 4.17.2 REGIONAL AND EXTERNAL INFLUENCES

Although the ELM is a spatially defined local government structure, it is subject to a range of influences. Some of these relates to the spatial trends and patterns that pertains at a regional level while others are general factors that affects spatial planning at large. These are summarised hereunder as follows:

- The ELM forms part of UThukela River Catchment and is located at the headwaters of this provincial resource. As such, communities located downstream are dependant, in part, on the good catchment management practices within the ELM for access to water. As such, the SDF should be formulated within a broader perspective.
- Two national roads that serve as both national and provincial corridors runs through the ELM in a north-south direction and east-west direction. The SDF should reposition the ELM to seize the opportunities associated with these corridors and facilitate the attainment of the national and provincial development imperatives.
- Ladysmith town plays a significant role within the municipal area and UThukela District as a whole. It is an administrative, service and main economic centre with a threshold that covers the full extent of the municipal area and beyond. It is a link with other towns within the district as well as the major provincial centres and beyond. As such, the town should be planned as a rural town and be structured and managed to enable it to perform its functions efficiently and effectively.

- The ELM is located at the intersection of two major provincial and national tourism regions, that is, the Drakensburg and the battlefields. Ladysmith is the only major town within the Drakensburg and is strategically positioned to serve as a gateway into each of these regions.

#### 4.17.3 INTERNAL SPATIAL DYNAMICS AND TRENDS

Critical internal spatial dynamics and trends include the following:

- Previous regional spatial plans ignored completely the spatial dynamics of rural settlements. They identified these areas blobs of rural settlements giving an impression that they are all the same and should be treated as such in spatial planning processes. On the contrary, these settlements are dynamic complex spatial systems. As such an understanding of the factors that shapes these settlements is critical in an SDF t
- Expansive rural settlements that characterises Ladysmith Municipality area are spread in space in a manner that follows different logic from the orthodox spatial planning paradigms. Their establishment neither followed legal prescripts nor has land use pattern



evolved in line with the dictates of systems and procedures such as Town Planning Schemes. Instead, they have emerged in the context of social identity and livelihood strategies. In modern days, they are highly influenced by access to basic services and public facilities.

- The environment within Ladysmith Municipality provides several opportunities for eco-tourism development provided these would be harnessed appropriately and utilised on a sustainable basis. Although there are numerous benefits provided by the environment, there are also several environmental threats and limitations which if not addressed could contribute to decline in t
- The spatial imprints of the apartheid past remain and continue to undermine efforts towards equitable development. The past segregationist and apartheid policies have had a profound impact on the spatial structure of Ladysmith-Emnambithi area. Apartheid policies gave rise to fragmented communities, marginalised the poor from the economic activities and undermined their participation in the economy.
- Land capability of the Ladysmith Municipality is significantly limited. Only an estimated 30% of the total

land area of the municipality has land with minor limitations to agricultural production. Unfortunately, the limited land for agriculture is decimated by extensive settlement and the associated uses.

- The sprawl of rural settlements and growth of informal settlement in around the rural service centres of Ladysmith and Ezakheni in particular is considered a critical issue affecting the municipal area.

The illegal occupation of land by those who either cannot find space in designated housing development areas or seek locations closer to urban opportunities but want to maintain their rural base (circular migration).

More recently, the location of low cost housing projects in peripheral areas away from urban opportunities. The majority of these are found either in Ezakheni/St Chads area or just outside Steadville.

In addition, the growth of dislocated settlements (former black spots and land reform settlements) either in peri-urban areas or commercial farmlands.

## 5 SPATIAL DEVELOPMENT TRENDS AND PATTERNS

The Status Quo Report identifies a number of issues or trends and patterns that should be taken into account in formulating a credible and developmental spatial development framework for the ELM. Some of these are trends that need to be strengthened or redirected while others are issues that need to be addressed directly. These are grouped into three main categories as follows and explored in more details:

- Policy directives
- Regional and external influences
- Internal spatial dynamics and trends

### 5.1 POLICY DIRECTIVES

#### 5.1.1 SPATIAL PLANNING MANDATE

The Constitution of the Republic of South Africa, Act No.... of 1996, bestows to the ELM, among others, the responsibility to undertake wall-to-wall spatial planning for its area of jurisdiction. The White Paper on Local Government locates this function within the developmental role of the municipality, and requires spatial planning to contribute towards social, economic, environmental and institutional development.

Although this mandate is allocated to local government, it should be undertaken with full participation of all the interested and affected parties. This includes communities, organised interest groups, organs of state and the private sector. This will ensure that spatial planning articulates the local development aspirations and spatial transformation needs, and also advances the spatial development agenda of all spheres of government. Therefore, the municipality should guide both public and private sector investment and coordinate development within its area of jurisdiction. This should be undertaken in a fair and impartial manner.

#### 5.1.2 RURAL DEVELOPMENT

The National Development Plan and the Provincial Growth and Development Strategy identify rural development as one of the key and priority focus areas for the government. Given the location of the ELM within a generally rural region, it follows that spatial planning within the municipality should prioritise programmes that are geared to build rural economies and improve the standard of living for the rural communities. In the context of the ELM, this includes implementing the land reform programme in a manner that generates developmental

outcomes, protecting agricultural land with high production potential and improving access to public facilities and basic services. This also includes enhancing the functional linkages between the rural towns such as Ladysmith and their rural hinterland.

### 5.1.3 SUSTAINABLE HUMAN SETTLEMENTS

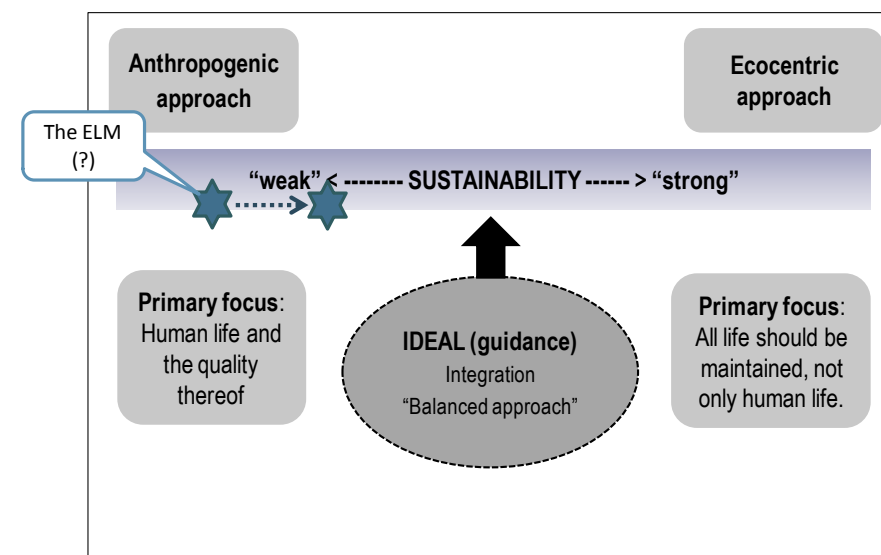
In addition, spatial planning should have a clear focus on the transformation of both urban and rural settlements into sustainable human settlements. In addition to addressing housing backlog, this entails arresting low density urban sprawl in areas such as Ezakheni Township and Roosboom, and outward expansion of rural settlements such as Driefontein, Matiwane, Steencoalspruit, etc. This phenomenon creates inefficiency in the delivery and use of service infrastructure. It also increases pressure on the natural environment. The primary aim of this directive is to undo the spatial imprints of the apartheid and colonial past, and create settlements that reflects democratic values and facilitates development.

### 5.1.4 SUSTAINABLE DEVELOPMENT

Furthermore, development (both social and economic) occurs in a natural environment. As such, the SDF should advance the course of environmental and natural resource management

and give effect to the intention of the environmental management agenda of the national government. This agenda is outlined in a number of sector based policies with the National Environmental Management Act (NEMA) being the most critical.

FIGURE 1: SUSTAINABILITY SCALE



Key to this directive is finding a balance between conservation (keeping the environment as natural as possible) and development (improving the quality of human life). Therefore, spatial planning at a local level should indicate areas where

development should not be promoted and priority areas for service delivery and socio-economic development.

## 5.2 REGIONAL AND EXTERNAL INFLUENCES

Although the ELM is a spatially defined local government structure, it is subject to a range of influences. Some of these relates to the spatial trends and patterns that pertains at a regional level while others are general factors that affects spatial planning at large.

### 5.2.1 EMNAMBITHI/LADYSMITH MUNICIPALITY AS PART OF UTHUKELA DISTRICT

The ELM is one of the four local municipalities that make up UThukela District. However, it occupies a strategic position and accounts for the majority of the district economy. The district boundaries were delineated in terms of the Municipal Demarcation Act in a manner that includes the whole of the Ladysmith Town catchment area with the following being key determinants in this regard:

- population movement trends;
- regional economic patterns; and
- land use pattern.

As such, the boundaries are not just administrative, but are also intended to promote social and economic development. They also strengthen regional economic and functional linkages with towns/rural service centre serving as central points.

### 5.2.2 UTHUKELA RIVER CATCHMENT

The ELM forms part of UThukela River Catchment and is located, in part, at the headwaters of this provincial resource. The major rivers traversing the municipal area include the Klip River and Sunday's Rivers and their tributaries. Both the aforementioned watercourses drain into the Tugela River.

The Thukela River is the largest river system in KwaZulu-Natal. UThukela River and its tributaries meander through the central part of the province and drain from the Drakensberg escarpment towards the Indian Ocean. The total area of the Thukela River catchment is approximately 30 000 km<sup>2</sup> in extent (Nemai Consulting, 2009).

As such, communities located downstream are dependant, in part, on the good catchment management practices within the ELM for access to water. As such, the SDF should be formulated within a broader perspective.

### 5.2.3 THE N3 AND THE N11 DEVELOPMENT CORRIDORS

Two national roads that serve as both national and provincial corridors run through the ELM in a north-south direction and east-west direction. The N2 is a limited access national trade route. It runs along the southern boundary of the ELM and bypasses Ladysmith. Despite this, it presents a number of opportunities especially at key road intersection. The N11 on the other hand connects a number of towns both within and outside of the province and thus also serves as a regional trade route. The SDF should reposition the ELM to seize the opportunities associated with these corridors and facilitate the attainment of the national and provincial development imperatives.

#### **5.2.4 LADYSMITH TOWN AS A REGIONAL HUB**

Ladysmith town plays a significant role within the municipal area and UThukela District as a whole. It is an administrative, service and main economic centre with a threshold that covers the full extent of the district municipality area and beyond. It is a link with other towns within the district as well as the major provincial centres and beyond. As such, the town should be planned as a regional hub and be structured and managed in a manner that enable it to perform its functions efficiently and effectively. Ladysmith is the commercial centre for a large

farming district and serves as a major shopping centre for towns such as Colenso, Glencoe, Bergville and Dundee.

#### **5.2.5 GATWAY INTO THE BATTLEFIELDS AND DRAKENSBURG**

The ELM is located at the intersection of two major provincial and national tourism regions, that is, the Drakensburg and the battlefields. Ladysmith is the only major town within the Drakensburg and is strategically positioned to serve as a gateway into each of these regions.

### **5.3 DEMOGRAPHIC AND SOCIAL FACTORS**

#### **5.3.1 POPULATION GROWTH**

According to the Quantec's Standardised Regional Dataset, the population of the ELM was 241,091 in 2009. This indicates an average annual population growth rate of 0.84% per year since 2001, which is below the national population growth average of 1.17% since 2001. There are currently 4.67 people per household which gives a density of 17 households per square kilometre (ELM LED Plan).

Population growth arises from both natural increase and in-migration. The latter relates mainly to the movement of people from the local and surrounding agricultural farmlands to areas around Ladysmith and Ezakheni in search of urban

opportunities (such as employment) and access to basic services. Given the location of Ladysmith and its role in the north-western part of KwaZulu-Natal Province, it is poised to receive more people thus putting pressure on the existing resources and opportunities. As such, it is critically important for the SDF to enable the municipality to anticipate population growth and channel development to areas where there is pressure in this regard.

### 5.3.2 POPULATION STRUCTURE

An analysis of the population structure indicates a large drop in the population from those aged 20-24 years old and above. This could be due to out-migration of the youth in search of employment in other areas. 46.3% of the population are under the age of 19 years old, which indicates that a large portion of the population is under the working age and that there is high level of dependency in the municipality. The changing structure of the population is also another key demographic factor that influences spatial change. A review of the population structure and size suggests an increase in the number small nuclear households. This could be ascribed to an increasing urbanisation of the population and an increasing dependence on wage income and/or social grants among households. It is

also driven by the general increase in the demand for residential land and its scarcity in both urban and rural contexts.

### 5.3.3 POPULATION DISTRIBUTION

Population distribution in the ELM generally follows the continuum of settlements from dense urban areas of Ezakheni and Ladysmith through peri urban settlements of St Chads and Roosboom to relatively dense rural settlements of Driefontein and Matiwanoskop, as well as the low density settlements located on commercial farmlands. There is a clearly discernable trend whereby people are moving out of farmlands to well located areas along the main transport routes and in close proximity to areas of employment and urban opportunities.

Areas that are currently experiencing pressure for development include areas between Ezakheni and Ladysmith, Roosboom and to a lesser extent Driefontein and Matiwanoskop. All of these areas are either perceived to provide better opportunities or are well connected with the areas of opportunity by means of public transport.

### 5.3.4 URBANISATION

Urbanisation is a positive global phenomenon that allows for the development of productive urban-based modern

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economies and is associated with sustained improvements in standards of living. However, it also brings challenges such as congestion, crime, informality and inadequate living conditions.

It is thus important that the negative aspects of urbanisation are managed while benefits of urban living including greater economic, educational, health, social and cultural opportunities are maximized and are made accessible for all communities. If planned for and managed urbanisation can contribute towards the building of economically, environmentally and socially sustainable urban settlements.



### 5.3.5 INEQUITABLE ACCESS TO BASIC SERVICES

Inequitable access to basic services and development generally remains one of the most visible spatial imprints of the apartheid past. The areas that previously fell within Ladysmith Town are well provided with basic services while the quality of services in Ezakheni remains inferior. The situation is worse in peri-urban and rural settlements where services backlog is very high. As a result, the majority of the peri-urban and rural settlements area characterised by severe backlogs and present themselves as infrastructure investment priority areas.

### 5.3.6 LOW AFFORDABILITY LEVELS

According to the LED Plan 40.6% of the population is not economically active while unemployment rate is estimated at 29.3%. This indicates that there is a large portion of the population that have either been discouraged from seeking work, or who are under or over the working age. Similarly, 46.3% of the population do not earn an income while almost 22% earns between R1-R4800 per year, which is less than R400 per month. 39.6% of the income earning population earn below R1600 per month. Only 7.5% of the population earn over R1600 per month, which indicates that a large percentage of the Emnambithi/Ladysmith population is living in poverty. As a

result, the urbanisation that is currently taking place is the urbanisation of poverty.

### 5.3.7 ECONOMIC STAGNATION

Although agriculture occupies the largest amount of land in the ELM, its significance as an economic sector has declined over time. The primary sector which includes agriculture and mining contributes the least to total production output, with a value of approximately R327 million in 2008. The importance of the manufacturing sector has increased substantially in both contributions to total output and as a source of employment. However, this sector has itself experienced variable trends with signs of decline becoming evident in the last few decades. With the current rate of urbanisation and decline in the working age population, the focus should be on developing the manufacturing sector to create more employment opportunities and absorb excess labour.

## 5.4 SPATIAL FACTORS

### 5.4.1 SPATIAL FRAGMENTATION

The past segregationist and apartheid policies have had a profound impact on the spatial structure of Ladysmith-Emnambithi area. Apartheid policies gave rise to fragmented

communities, marginalised the poor from the economic activities and undermined their participation in the economy. A review of the structure and form of the municipal area reveals a low density urban sprawl that is driven mainly by the following factors:

- Speculative sprawl involves higher income people seeking to privatize amenity. The majority of this occurs just outside Ladysmith, particularly western suburbs.
- Urban management approach which promotes anti-city values of suburbia – single storey houses on a large plot of land as a symbol of ‘good’ urban living.
- Crisis search for land by the past authorities for segregation purposes hence the location of Ezakheni some 30km outside of Ladysmith.
- The illegal occupation of land by those who either cannot find space in designated housing development areas or seek locations closer to urban opportunities but want to maintain their rural base (circular migration).
- More recently, the location of low cost housing projects in peripheral areas away from urban opportunities. The majority of these are found either in Ezakheni/St Chads area or just outside Steadville.

- In addition, the growth of dislocated settlements (former black spots and land reform settlements) either in peri-urban areas or commercial farmlands.

Ezakheni/St Chads is one of the spatial footprints of the apartheid past that will take long to eliminate. It presents the municipality with a serious challenge to transform the area from being a dormitory suburb into a functional, integrated and generative spatial system.

#### 5.4.2 DISLOCATED RURAL SETTLEMENT

One of the key features of the ELM is a relatively large representation of dislocated settlements (former black spots) located mainly to the north of Ladysmith Town. The genesis of these settlements differs markedly with areas such as Nkunzi owing its existence from the erstwhile mining operations in the area. However, the majority have developed on land owned privately by Black people African as a means to accommodate people who were removed from the commercial farms and compensate for low productive potential of the land. Some of these are large and expansive (e.g. Driefontein/Watersmeet, Matiwane, etc) while others are small and does not make sufficient thresholds for efficient delivery of services and development of public facilities. More recently, the land reform programme has also contributed to the establishment of

isolated rural settlements on agricultural land. The key challenge is to contain further outward expansion of these settlements and to turn them into sustainable human settlements.

#### 5.4.3 SPATIAL DYNAMICS WITHIN RURAL SETTLEMENTS

Previous regional spatial plans ignored completely the spatial dynamics of rural settlements. They identified these areas as blobs of rural settlements giving an impression that they are all the same and should be treated as such in spatial planning processes. On the contrary, these settlements are dynamic complex spatial systems. As such an understanding of the factors that shapes these settlements is critical in an SDF.

Expansive rural settlements that characterises Emnambithi/Ladysmith Municipality area are spread in space in a manner that follows different logic from the orthodox spatial planning paradigms. Their establishment neither followed legal prescripts nor has land use pattern evolved in line with the dictates of systems and procedures such as Town Planning Schemes. Instead, they have emerged in the context of land need, forced removals and livelihood strategies. In modern days, they are highly influenced by access to basic services and public facilities.

#### 5.4.4 URBAN SPRAWL

Urban sprawl can be defined as spatially extensive, often uncontrolled urban development into surrounding peri-urban and rural areas. Urban sprawl is a key threat to agricultural resources within the municipality. An example is the Driefontein complex, which is one of the few areas within the municipality with extensive high potential agricultural soils, much of which is now unable to be farmed due to urban sprawl. This is also occurring in areas such as the pecan nut project adjacent to the Klip River, Roosboom, Pieter's, and Matiwaneskop. Urban sprawl is also a threat to biodiversity, with sensitive grassland environments unable to be returned to a satisfactory ecological state once they have been impacted by development.

The phenomenon of urban sprawl is common mainly in Ezakheni and Ladysmith. It is driven mainly by the following factors:

- The illegal occupation of land by those who either cannot find space in designated housing development areas or seek locations closer to urban opportunities but want to maintain their rural base (circular migration).
- More recently, the location of low cost housing projects in peripheral areas away from urban opportunities. The

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majority of these are found either in Ezakheni/St Chads area or just outside Steadville.

- Impact of the early approaches to the land reform programme which made provision for the transfer of land to large groups without any support for land use planning and productive use of the land. Roosboom is a good example in this regard.

#### 5.4.5 URBAN DECAY

Urban decay (also known as urban rot and urban blight) is one of the main challenges facing the urban centres within the ELM. It refers to a process whereby a previously functioning urban centre or part thereof, falls into disrepair and decrepitude. Urban decay has manifested as follows in the ELM:

- Over the past few years, infrastructure in Colenso has crumbled resulting to the outflow of investment, changing population composition, economic restructuring, abandoned derelict buildings, high local unemployment, and a desolate, inhospitable town landscape.
- Ezakheni industrial complex has experienced mixed economic fortunes resulting from changes in the national economic policies. A large number of industrial buildings have remained vacant and poorly maintained for a long period of time.
- Urban decay in Ladysmith town tends to concentrate mainly along Lylle Street where there is a relatively high representation of informal traders, derelict buildings and grime. Informal trading is concentrated near the entrance of the Murchison Mall and Lyell Street taxi rank. A project to provide wooden trading stalls (Wendy

houses) to informal traders saw some improvement in their trading conditions, but the results have been mixed and these structures appear to be in a state of disrepair and damaged under weather conditions.

- Town centre within Ezakheni Township was poorly developed and requires almost redevelopment.

#### 5.4.6 SPATIAL IMPACT OF THE LAND REFORM PROGRAMME

The land reform programme is a Constitutional imperative, and forms one of the cornerstones of the rural development programme of the national government. A large portion of the ELM is subject to various elements of the land reform including labour tenant applications, land tenure upgrade in areas such as Driefontein and Matiwane, land restitution, etc. While this will transfer productive assets to the rural poor, it may also have an effect of reducing commercial agricultural land, and create isolated settlements. Land capability of the ELM is limited. Only an estimated 30% of the total land area of the municipality has land with minor limitations to agricultural production. The remaining 70% is either not arable or has severe limitations to agriculture. Currently, it appears that intensive commercial agriculture is not a viable land use option for a development programme in most parts of the municipal area. Nevertheless,

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it is still critically important to protect agricultural land and promote its productive use.

## 5.5 BIO-PHYSICAL FACTORS

### 5.5.1 ENVIRONMENTAL DEGRADATION

The environment within Ladysmith Municipality provides several opportunities for eco-tourism development provided these would be harnessed appropriately and utilised on a sustainable basis. Although there are numerous benefits provided by the environment, there are also several environmental threats and limitations which if not addressed could contribute to decline in importance.

### 5.5.2 BIODIVERSITY AND PROTECTED AREAS

The relative lack of protected areas within the municipality, and the fact that the only formally protected area does not contain any threatened ecosystems or vegetation types, is viewed as a strategic sustainable development issue. The identification and proclamation of new conservation areas could be used to create opportunities for the upliftment of communities along with the conservation of biodiversity and natural resources. There is, however, the potential for major conflicts between socio-economic and environmental factors due to possible requirements for the resettlement of people and impacts to potential future agricultural land. Biodiversity conservation is often perceived to conflict with economic and social needs, so

it is imperative that this is managed pro-actively to ensure that potential conflicts are minimised.

### 5.5.3 FLOODING

Ladysmith has historically experienced severe flooding due to its location on the banks of the Klip River. Between 1887 and 1997 29 major floods have occurred. The flood of 1996 was a major flood and several hundred families had to be evacuated. Minor flooding occurs almost every year. The Windsor Dam was constructed in the 1950s as a means to control flooding of Ladysmith by the Klip River, but silt build-up has reduced its efficiency. Similarly, Qedusizi flood attenuation dam located approximately 5km downstream of the Windsor Dam at the confluence of the Klip River and Sandspruit River is also starting to experience similar problems. This raises a number of issues including the location of urban development and settlements within 1:100year flood line.

### 5.5.4 VULNERABLE AREAS

From a conservation perspective the central and northern parts of the ELM are characterised as vulnerable. These areas include the Driefontein town and the settlements in the central and northern parts of the ELM. Areas with least threatened conservation status are dominant in the central and



the south parts of the ELM. These areas include the Ladysmith, Ezakheni and Colenso towns and the majority of the settlements areas surrounding them. Areas northwest and northeast of Ladysmith town indicate a least threatened conservation status.

#### 5.5.5 WATER AND WATER QUALITY

The ELM's rivers have deteriorated significantly over the last few years, mainly due to increased human intervention and development pressure on or close to these resources. Water is shared amongst many users, particularly settlements, urban centres and the agricultural sector. It is a scarce resource. As such water demand management is essential to ensure that existing re-sources are used efficiently and for delaying the need for new water sources. Increased urbanisation and a fast-growing population, many of whom are settling informally on the periphery of the town, close to valuable natural assets, are contributing to the declining quality of the water resources. Water pollution is further exacerbated by polluted and increased storm water runoff, failing wastewater treatment works and reticulation systems, and inadequate provision of services.

#### 5.5.6 CLIMATE CHANGE

While the increase in CO<sup>2</sup> omissions is a global phenomenon, its impacts are local, and will vary across South Africa. An increase in the average annual temperature is expected. It is also anticipated that there will be an increase in the severity and frequency of natural events, such as storms and flooding, as the rainfall ELM's patterns are likely to change. Current research suggests that there may be an increase in summer rain and thunderstorms within the ELM, followed by prolonged periods of drought. The anticipated effect of climate change means that many areas throughout the ELM may become high flood-risk areas as a result of the increase in intensity of storm surges and river flooding. There are numerous instances of inappropriately located development, resulting in exposure to flood risks, as well as instances where the development itself has caused a change in the flood regime, either increasing river velocity or flood levels. Other anticipated effects of climate change include:

- an increase in conditions that promote wildfires (hotter, drier and windier conditions);
- reduced rainfall resulting to reduction in water supply;
- decreased soil moisture resulting from less rain and higher temperatures;
- temperature impacts on agricultural activities; and

- 
- a possible increase in the presence of disease vectors (such as malaria) in areas that were previously relatively disease-vector-free.

## 5.6 SWOT ANALYSIS

5.6.1 STRENGTHS	5.6.2 WEAKNESSES
<ul style="list-style-type: none"> <li>• Two national trade and development corridors runs through the municipal area in both north-south and east-west axis.</li> <li>• Ladysmith town which serves as the main economic and service hub for the western part of KwaZulu-Natal Province and UThukela District as a whole.</li> <li>• Good regional road network and linkages with the surrounding areas.</li> <li>• Well-established industrial areas with the necessary infrastructure and services.</li> <li>• Extensive agricultural lands with relatively good productive potential, particularly livestock production.</li> <li>• Battlefield and other heritage sites distributed throughout the ELM particularly in Colenso and Ladysmith.</li> <li>• Good rail infrastructure and linkages with major urban centres.</li> </ul>	<ul style="list-style-type: none"> <li>• Relatively high vacancy rate in the industrial areas.</li> <li>• Economic stagnation - decline in agriculture and manufacturing.</li> <li>• Poverty pockets in the form of Black Townships (Ezakheni, St Chads, etc) and dislocated settlements.</li> <li>• Urban decay and decline in towns such as Colenso and the eastern parts of Ladysmith CBD.</li> <li>• Poor and unattractive urban environment in Ladysmith (maintenance of buildings, quality of infrastructure, etc).</li> <li>• Increase in the number of urban informal/unplanned settlements.</li> <li>• Settlement taking place in areas that are prone to flooding (e.g. Ladysmith Town, Ezakheni, Steadville, Driefontein, etc).</li> <li>• Population structure indicating net decline in population that falls within the working age cohort.</li> </ul>

<ul style="list-style-type: none"> <li>• Spatial planning capacity (ELM, UThukela District and Development Planning Shared Services Centre).</li> </ul>	<ul style="list-style-type: none"> <li>• Spatial fragmentation with the majority of areas occupied by the poor found in areas beyond a 15km radius from the CBD).</li> </ul>
<b>5.6.3 OPPORTUNITIES</b>	<b>5.6.4 THREATS</b>
<ul style="list-style-type: none"> <li>• Strategic location in relation to two major tourist destinations in the form of the Battlefields Route and the Drakensburg.</li> <li>• N11 and N2 national/provincial corridors that runs through the municipality connecting Ladysmith to major urban centres.</li> <li>• Relative huge (district wide and beyond) catchment of the Ladysmith Town.</li> <li>• N11 by-pass to the Ladysmith CBD.</li> <li>• Recognition of Ladysmith Town as a third order node in the provincial economy.</li> <li>• District infrastructure upgrading and development programmes.</li> <li>• Relatively good regional road network and connectivity.</li> </ul>	<ul style="list-style-type: none"> <li>• Impact of changes in weather patterns on agriculture, conservation, etc.</li> <li>• Poor catchment management upstream which may potentially affect the quality of the environment in the ELM.</li> <li>• Impact of global economic slow-down on investment and development in the ELM.</li> <li>• Development and investment in the neighbouring municipalities such as Newcastle.</li> <li>• Operational challenges facing the Development Planning Shared Service Centre.</li> </ul>

## 6 SPATIAL DEVELOPMENT CONCEPT AND STRATEGY

Emnambithi/Ladysmith Municipality SDF gives effect to the long-term strategic intent and short to medium development program as outlined in the IDP. It presents the desired future spatial situation and outlined strategic interventions for its attainment.

### 6.1 MUNICIPAL SPATIAL DEVELOPMENT VISION

FIGURE 2: MUNICIPAL DEVELOPMENT VISION



The vision commits the municipality to development that unlocks opportunities for economic development, enhances the quality of the environment and harmonises it with human development, promotes spatial transformation, and provides for universal access to services and development opportunities.

### 6.2 SPATIAL PLANNING AND DEVELOPMENT GOALS

The SDF will influence directly the substantive outcomes of planning decisions towards the attainment of the following strategic goals and outcomes:

- To create a spatial environment that promotes and facilitates economic development, growth and competitiveness.
- To facilitate the development of sustainable human settlements across the continuum and in line with national policy directives.
- To promote sustainable development and enhance the quality of the natural environment.

- 
- To facilitate regional integration and strengthen the role of the ELM within the district and beyond.

The SDF creates a balance between human development and the use and carrying capacity of ecosystems.



GOALS	To create a spatial environment that promotes and facilitates economic growth and development.	To facilitate the development of sustainable human settlements across the continuum	To promote sustainable development and enhance the quality of the natural environment	To facilitate regional integration and strengthen the role of the ELM within the district and beyond
SPATIAL PLANNING AND DEVELOPMENT OBJECTIVES	<ul style="list-style-type: none"> <li>Encourage development along main access and movement routes.</li> <li>Facilitate clustering of uses that generates both pedestrian and vehicular movements at different scales.</li> <li>Contain outwards expansion of urban centres and settlements.</li> <li>Facilitate renewal of urban centres that are experiencing decay and degeneration.</li> <li>Discourage establishment of settlements on agricultural land.</li> <li>Facilitate developmental outcomes for the land reform programme.</li> <li>Facilitate bulk infrastructure development in development opportunity areas.</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate the release of strategically located land for the development of integrated communities.</li> <li>Facilitate upgrading and formalisation of peri-urban settlements.</li> <li>Prepare settlement development plans for all major rural settlements.</li> <li>Facilitate economic development and regeneration of Ezakheni and Steadville Townships.</li> <li>Delineate flood lines and facilitate relocation of households from flood zones.</li> <li>Facilitate infrastructure upgrading balancing density and level of service.</li> </ul>	<ul style="list-style-type: none"> <li>Delineate wetlands within settlements and observe buffer zones around each wetland.</li> <li>Develop and implement a catchment management programme.</li> <li>Identify community conservation sites.</li> <li>Discourage development in environmentally sensitive (biodiversity) areas.</li> <li>Protect and enhance the quality of agricultural land.</li> <li>Develop and implement waste management programmes at a community level.</li> <li>Initiate and implement community based natural resource management programme.</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate development of projects that strengthens the role of Ladysmith as a regional hub.</li> <li>Strengthen the role of ELM within the Battlefields route and as a gateway to the Drakensburg.</li> <li>Participate actively in district and provincial planning that impact on the ELM.</li> <li></li> </ul>
IMPACT	SPATIAL STRUCTURE THAT RESPONDS TO AND UNLOCKS ECONOMIC OPPORTUNITIES	SUSTAINABLE HUMAN SETTLEMENTS	ENVIRONMENTALLY, SOCIALLY AND ECONOMICALLY SUSTAINABLE DEVELOPMENT	REGIONAL AND FUNCTIONAL INTEGRATION

### 6.3 SPATIAL PLANNING PRINCIPLES

Emnambithi/Ladysmith Municipality SDF is underpinned by normative principles reflected in various policy documents and pieces of legislation including the Development Facilitation Act (DFA) and the National Environmental Management Act (NEMA). The normative principles are focused on and correlated to the field of spatial planning, land use management and land development, but, as is the case with all principles and norms, they need further actualization to specific, concrete contexts. The guiding principles are as follows:

- Equitable distribution of development, resources and opportunities. This principle is the central concern in the National Development Plan.
- Good governance requires robust systems and procedures for spatial transformation and land use management to inform decisions on land development.
- Integrated development, which is a key concern in legislation and policies dealing with Integrated Development Plans (Municipal Systems Act) and Land Development (Development Facilitation Act).
- Order and amenity, which focuses mainly on the creation of safe and healthy environments suitable for human habitation.
- Redress, addressed in the Land Reform Program and various, associated pieces of legislation. The focus in this regard is to correct the wrongs of the past.
- Containment which refers to the use of a defined boundary to prevent urban sprawl and promote compact development.
- Sustainability emanates from Local Agenda 21 and in South African. The National Environmental Management Act (NEMA) provides a legislative framework in this regard.
- Efficiency, dealing mainly with, the creation of efficiently functioning environments scaled to the needs of the local people and role-players.
- Densification which essentially refers to developments that promote higher density development within defined spaces including both rural and urban spaces through infill and/or redevelopment.

The principles and norms collectively form a vision for land use and planning in Emnambithi/Ladysmith. They constitute a single point of reference, and an overarching coherent set of policy guides to direct and steer land development, planning and decision-making in land use so that outcomes thereof are consistent with the development objectives as outlined in the IDP.

#### 6.4 SPATIAL PLANNING CONCEPTS

Further to the above outlined objectives and the associated development vision, the municipality will give effect to the intentions of the SDF through a set of spatial planning concepts that indicates the desired future spatial situation, and broad policy positions to guide decision-making:

- Development nodes with varying levels of impact and spheres of influence. The nodes provide access to services and public facilities to different thresholds depending on the nature and size of the facility. As such, nodes range from local and regional.
- Development corridors defined in terms of the associated economic development sectors, land use pattern and role in the sub-regional economy. Some

serve a regional function while others link different parts of the municipal area.

- Typology of settlements located in different environments and forming a continuum from urban to rural, high density to low density, formal to informal, etc.
- Rural-urban interface (urban edge) which provides a smooth transition from urban to rural parts of the municipality.
- Densification which means increasing the number of people within a defined space, and a threshold for public facilities.
- Development areas characterised by evident spatial or economic development potential and strategically located land to promote spatial transformation.
- Agricultural land which differs markedly in production potential based on the quality of soils, location and condition of the environment.
- Green corridors and lungs which are essentially biodiversity and other conservation areas. These are critical for environmental sustainability.

- Integration of landscapes and land use zones which essentially refers to harmonious co-existence of the built and natural environment.

## 6.5 APPLICATION OF SPATIAL PLANNING CONCEPTS

### 6.5.1 FOCUSING DEVELOPMENT IN STRATEGIC NODAL POINTS

The ordering and location of services and facilities, in a manner that promotes accessibility and efficiency in service delivery, is required. This is critical for the performance of the municipal area as a whole and land use integration. As such, the clustering of various activities at appropriate and accessible nodal locations provides the ELM with a network/system of opportunity centres. Some of these nodes have benefited from significant public and private sector investment in services and infrastructure, which needs to be managed and maintained. Others are located in previously disadvantaged areas, which have suffered from institutionalised neglect. Although the nodes have contrasting characters, profiles and management issues, they cumulatively accommodate the majority of economic activities, employment prospects, an existing/growing residential stock, and access to community facilities. As such, the strength and feasibility of the nodal points

is directly linked to the functioning and health of their catchment areas. The concentration of activities in and around these areas will stimulate further development of higher order activities.

### 6.5.2 DEVELOPMENT CORRIDORS AS INVESTMENT ROUTES

A system of regional and local transport routes, which link a number of areas, should be viewed as the logical focus areas of an ordered strategy for rural development. These routes should be seen as activity and investment lines. The structure they give to the area is articulated in the form of movement patterns and systematic distribution of land uses in space.

However, not all regional routes are the same in terms of the intensity of use and ability to attract investment, services, economic activities and settlement. Generally, larger routes linking generators of movement and investment have a greater generative capacity than smaller routes. It thus follows that regional facilities and services should gravitate towards these areas. Smaller facilities requiring smaller thresholds should be located along smaller routes. Viewed in this way, the issue of regional and rural spatial organization becomes one of creating a systemic framework of interlocking activity routes over time. This has an impact of:

- reducing spatial marginalization;

- increasing equitable access to all level of services; and
- promoting investment.

Location of facilities along major routes recognizes the importance of choice to the rural communities with respect to services such as education, health and welfare facilities.

### 6.5.3 DEVELOPING SUSTAINABLE HUMAN SETTLEMENTS

Settlement pattern in the ELM occurs in the form of low-density urban and rural sprawl reflecting the texture of the existing urban centres and rural villages. This pattern is not sustainable and renders service delivery and development ineffective. While this is critical in defining the structure and behaviour of settlements, it has given rise to a continuum of rural settlement that range from low density remotely located agrarian communities to centrally located relatively high-density urban settlements.

A detailed consideration of the settlement pattern reveals a high level of disintegration and fragmentation. Higher density settlements should be located along the main transportation routes and held together by a web of local access roads and public facilities. At a regional level, they should be knit together by a system of regional access routes. However, settlements

are also not static. They respond to change and are continuously in the process of transformation. The key challenge is to turn them from being creations and remnants of the apartheid regime into sustainable human settlements. This has serious implications for detailed planning and development of these settlements:

- Centrally located settlement should provide improved access to higher order public facilities, intensive agriculture and other urban services.
- They should generate a wide range of opportunities. Sparsely populated settlements are opportunity areas for agricultural development such as crop production and livestock farming.
- A convenient settlement improves the level of choice, encourages creativity and investment while a less convenient settlement imposes a lifestyle on people and results in unnecessary expenses.
- Settlements should be equitable in the sense that they should provide a reasonable access to opportunities and facilities to all. It is neither possible nor desirable for settlements to be homogenous hence an emphasis on choice.

#### 6.5.4 RURAL-URBAN INTERFACE

Development within the ELM raises an issue of the traditional dichotomy between urban and rural, town and countryside. While areas such as Ladysmith Town are considered urban, they are located in a generally rural region and form part of a rural economy. The structure of the local economy blurs the distinction between urban and rural. These realities underscore the necessity of putting together a spatial strategy within the broader development context. It should thus focus on managing the form and texture of development, in a manner that contributes to the following performance criteria:

- Creating a more efficient and productive sub-region through the development adoption of policies that seeks to built of the competitive advantages while also unlocking new opportunities.
- Improving the overall quality of the urban environment by better integrating environmental concerns within development planning and urban management practices.
- Developing an inclusive spatial system that promotes integration of the previously disparate areas and

eliminates the mismatch between where people live and where they work.

- Creating the base for efficiency in the delivery of services (water, electricity, sanitation, etc), movement, investment and decision-making.
- Promoting integrated and coordinated development with all stakeholders working towards a common development vision and agenda.

#### 6.5.5 GREEN CORRIDORS AND LUNGS

Land development within the municipality will be undertaken in an economically, socially and environmentally sustainable manner, and with the following being acknowledged as key interventions for spatial transformation:

- protection and enhancement of the environmentally sensitive areas;
- protection and optimal utilization of good agricultural land;
- creation of an integrated open space system in an urban context; and



- enhancement of the aesthetic quality of the environment.

Ezemvelo KZN Wildlife has made substantial progress in mapping the environmentally sensitive areas. However, this information needs to be refined and complemented by localised investigations and strategic assessments. Environmentally sensitive areas provide opportunities for eco-tourism, agriculture and sports and recreation. Similarly, ecological zones such as wetlands, areas where there are endemic species, scenic areas, etc, provides opportunities for environmental conservation and tourism development, and should not be subjected to development pressure.

#### **6.5.6 PROTECTION OF HIGH VALUE AGRICULTURAL LAND**

A sizeable amount of land in Emnambithi/Ladysmith is generally classified as having high and good potential for agriculture. It is important to note that high potential agricultural land has become a scarce and an ever-dwindling resource. Its protection is high on the agenda for the Department of Agriculture, Environmental Affairs and Rural Development. Encroachment of development onto agricultural land poses a number of challenges, namely:

- low density urban sprawl which encourages development of inefficient urban spatial systems;
- declining performance and contribution of agriculture into the district and provincial economy;
- reduction of land available for food production and against the increasing problem of food shortages and increase in food prices; and
- need to target high production potential land for the settlement of small and emerging farmers in terms of the land redistribution program.

Sub-division and change of land use on agricultural land is governed in terms of the Sub-division of agricultural Land Act (SALA), Act No. 70 of 1970, and is administered nationally. At present, there is no coherent provincial policy that guides assessment of Act 70 of 70 applications. As such, it is critically important for Emnambithi/Ladysmith Municipality to develop its own guidelines (as part of the SDF) for managing development on agricultural land.

#### **6.5.7 INTEGRATION OF DIFFERENT LANDSCAPES AND LAND USE ZONES**

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The intention with the built environment should be the creation of large continuous precincts of built form, rather than it occurring in spatially discreet pockets or cells, as is commonly the case in the rural parts of Emnambithi/Ladysmith. This is necessary in order to generate economies of scale. The benefits of mixed development are as follows:

- More convenient access to facilities.
- Travel-to-work congestion is minimised.
- Greater opportunities for social interaction.
- Socially diverse communities.
- Greater energy efficiency and use of space and buildings.
- More consumer choice of lifestyle and location.
- Increased viability of urban and public facilities and support for small business (such as corner shops).

A more vibrant and sustainable spatial structure and form results from blurring the distinction between uses and designing places that make walking to the local centre, and bus stop or taxi rank, as convenient and comfortable as possible.

## 7 SPATIAL FRAMEWORK

Addressing the negative spatial implications arising from growth drivers and development trends identified in Chapter 5 above, The ELM SDF considers the local economy, land use planning and transportation in an integrated manner. As such, the municipality will promote land use intensification along the accessibility grid and at strategic intersections to facilitate and reinforce the emergence of the multi-directional grid and ensure that opportunities can be accessed by a broader range of people.

Within this context, accessibility is a primary spatial informant to land use planning, serving to drive the economy, through which land use distribution is determined. The improved levels of accessibility which can be provided by a functional and systematic grid will facilitate the emergence of the multi-directional accessibility grid.

The process of land use intensification refers to achieving a greater spectrum of mixed uses (commercial, industrial and residential) through the increased use of space, both horizontally and vertically, in accessible, high-opportunity locations. Employment-generating

activities, retail, social facilities, public institutions and intensive mixed-use and residential development should be encouraged on and adjacent to the accessibility grid, particularly the primary accessibility grid.

The spatial organisation of development in the areas of land use intensification can take a variety of forms, including development corridors, strip development, urban nodes and civic precincts.

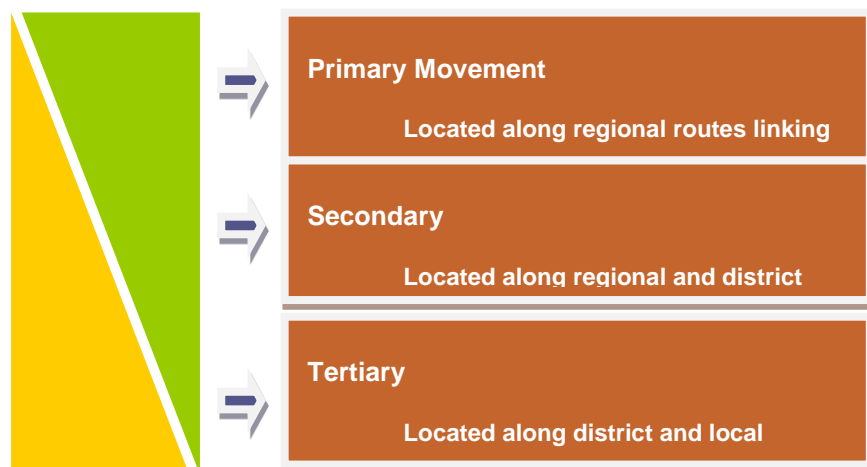
### 7.1 IMPROVING ACCESS AND MOVEMENT

Corridor-type development is characterised by intense bands of high-density urban development and settlements, which tends to concentrate at points of high accessibility and along public transportation routes, where residential, commercial, industrial, institutional and recreational activities occur in close proximity.

This approach will improve access to opportunities, and integrate communities with service provision, while also fulfilling a range of economic and social needs. Corridor development is associated with a system of transport

facilities on key routes that work together as an integrated system to facilitate ease of movement. Each route tends to exhibit a different function, with some routes combining route functionality in terms of accessibility and mobility.

FIGURE 3: CLASSIFICATION OF CORRIDORS



System of development corridors in Emnambithi/Ladysmith has been developed on the basis of the levels of mobility and access routes, intensity of use and role in the regional spatial economy. Figure 3 above summarizes the relationship

between these two concepts and provides a framework for the three levels of corridors in the Emnambithi/Ladysmith Municipality.

Upgrade and road maintenance projects on corridors that leads to development opportunity areas such as rural service centres, high potential agricultural land and tourism nodes should be prioritized as this will encourage investment, improve accessibility and enhance mobility. This principle supports the phased approach to development, targeting areas of greatest potential first. Development corridors are effective in linking infrastructure and economic development as towns and structures connect to each other in a functionally effective manner.

#### 7.1.1 THE N2 AND N11 NATIONAL/PROVINCIAL CORRIDOR

The N3 National Corridor runs along the south western part of the ELM. It is identified in the NDP and the PGDS as a development corridor linking the national economic hubs of Johannesburg and Durban. At a local level, it is however a limited access movement corridor with limited bearing on the local spatial system except at key road intersections. The intersection, which is the closest to the urban core of the

municipality, namely the N11 and N3 interchange, is not located in the municipality and falls in the Okhahlamba municipality. It also serves as a provincial access route to tourism destinations such as the Battlefields and the Drakensburg.

Although the N11 is also a limited access national corridor, it serves a dual function. On the one hand, it is a major link and trade route between KwaZulu-Natal and Mpumalanga Province through Ladysmith. On the other hand, it is one of the major regional arterials connecting the northern parts of KwaZulu-Natal with towns such as Ladysmith, Emnambithi/Ladysmith (to a limited extent) and Newcastle all located along this route. It is the primary access route to the Battlefields and the northern KwaZulu-Natal Coal Rim which includes all the above-mentioned towns. It provides access to the Klip River and connects it to a number of agricultural districts to the north of Ladysmith. Major settlements such as Matiwane, Driefontein and Nkunzi also gain access off the N11.

Development along the N2 and N11 Development Corridors should follow the following guidelines:

- The N2 and N11 are national limited access and high speed public transport routes; as such direct access

onto these roads is subject to the national road transport regulations.

- Higher order land uses should be accommodated in the nodes, but lower order land uses could develop in a linear fashion subject to alternative access opportunities; and
- A 15m buffer should be observed from the boundary of the road reserve. This has implications for settlements that have encroached onto the buffer areas.

This road provides an alternative route to Gauteng and Mpumalanga with views of scenic beauty, which can attract both domestic and international tourist thereby promoting LED projects at some locations.

#### **7.1.2 PRIMARY DEVELOPMENT CORRIDORS**

At least two existing roads have potential to develop as primary or sub-regional development corridors; these routes create opportunities to unlock new development areas and consolidation of existing areas, and provide direct access to Ladysmith. The key existing primary corridors are the following:

- P32 which runs in an east-west direction from Ladysmith through St Chads and the northern border to Ezakheni Township and Indaka Municipality in the east. This is the busiest corridor in the ELM. It is one of the roads that carry huge volumes of vehicular and trade related traffic. It also provides access to a large number of peri-urban and rural settlements located just outside of Ezakheni Township. A corridor plan has been developed for this activity corridor (Helpmekaar Corridor).
- R103 runs parallel to the N3 in an east west direction. It is a regional arterial which carries trade and passenger traffic, and runs through Colenso, Roosboom and Ladysmith. Development along this route is subject to the rules and regulations of the provincial Department of Transport.

### 7.1.3 SECONDARY CORRIDORS

A number of roads serve as secondary access routes within the ELM. These provide access to major settlements and serve as a link with Ladysmith town. Secondary corridors include the following:

P189 which runs through Driefontein and serves as the main access route to settlements such Driefontein, Burford, Peace Town, Watersmeet, etc. It is also the main access route to the Driefontein node.

P33 which branches off the N11 approximately 25km north of Ladysmith Town. It is the primary access route to settlements such as Nkunzi, Cremin, and Steincoal Spruit, and also serves to connect Ladysmith and Dundee and Vryheid. It also runs through the coals rim and serves as a regional arterial carrying trade and passenger traffic. This is an agricultural corridor.

P326 which runs between Colenso and Ladysmith through Pieter's and Ezakheni Industrial Estate. This road serves as the main access to Ezakheni Industrial and Ezakheni Township. It also runs through commercial farms and has potential for both agriculture and eco-tourism.

P263 which runs in an east-west direction linking settlements such as Elandslaagte and Cremin east of the N11 with Matiwane and Lucitania west of the N11 and beyond. It is one of the major links with the Free State Province through Collins Pass and has potential to serve as a by-pass onto the N3. This is generally an agricultural and settlement corridor.

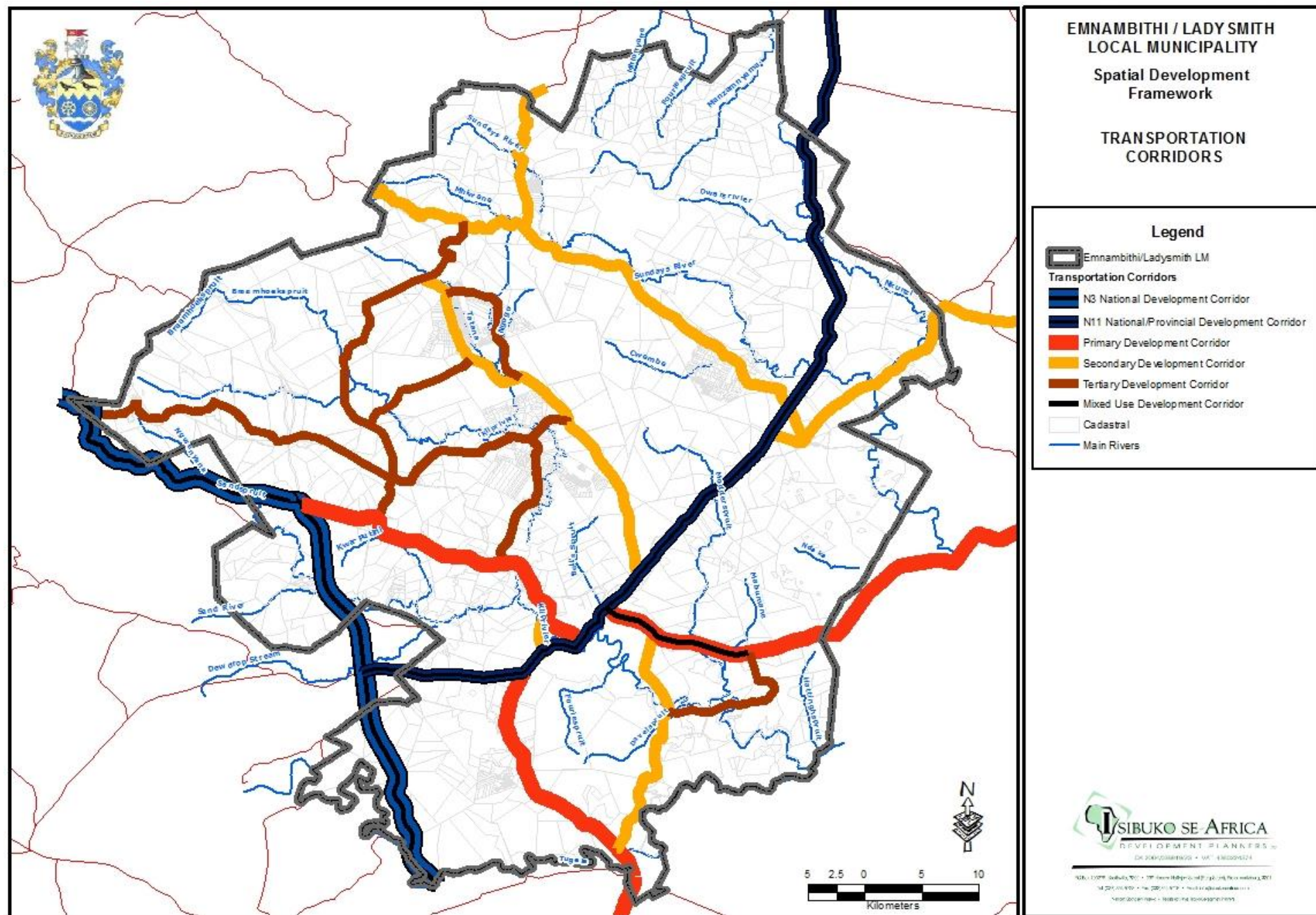
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#### 7.1.4 TERTIARY CORRIDORS

Tertiary corridors links service satellites in the sub-district and provides access to public and commercial facilities at a community level. Tertiary corridors are as follows:

- Road running through Ezakheni Township linking the Ezakheni Colenso Corridor with the Lime hill/Ekuvukeni (Indaka) Ladysmith Corridor. This is the main collector distributor road for the Ezakheni Township and the surrounding settlements.
- P237 linking Driefontein Complex with R103 through Besters. This road requires substantial upgrading where it becomes D44.





- The road from Elandslaagte through Cremin linking Ekuvukeni Ladysmith Corridor with P33 (Ladysmith/Dundee) Corridor. Development of this corridor will open up the area between Cremin and St Chads for future residential development.
- In addition, there are a large number of local roads that serve different functions which also have potential to develop into local corridors. These will be identified and characterised as part of the refinement of the SDF and/or preparation of Local Area Plans (LAPs).

#### 7.1.5 MIXED USE DEVELOPMENT CORRIDOR

Spatial integration between Ezakheni and Ladysmith is one of the main spatial development challenges facing Emnambithi/Ladysmith Municipality. It is thus recommended that the portion of the main road between the two areas be developed as a low impact mixed land use corridor in the short to medium term. This will ensure protection of the existing agricultural land while also opening opportunities for commercial, housing and industrial development. The proposed shopping complex and housing development gives further impetus to the development of a mixed land use node which accords well with the proposed corridor.

#### 7.2 FACILITATING THE DEVELOPMENT OF A SYSTEM OF INVESTMENT AND SERVICE NODES

One of the key issues facing Emnambithi/Ladysmith Municipality is a poor settlement pattern, which manifests in the form of the dominance of Ladysmith Town as a regional service centre and an economic hub, as well as the general rural character of the area. The net effect of this is the inability to decentralise and coordinate service delivery at a localised level. As a means to address this, the municipality will facilitate the evolution of a system of nodes incorporating regional, secondary and tertiary/incipient nodes. An activity node offers the opportunity to locate a range of activities, from small to large enterprises, often associated with mixed-use development (Refer to the table below). They are generally located along or at the cross-section of development corridors.

Activity nodes serve as points in the spatial system where potential access to a range of opportunities is greatest, where networks of association create diversity and where people are able to satisfy the broadest range of their day-to-day needs. Being points of maximum economic, social and infrastructure investment, as well as representing established patterns of

settlement and accessibility, these nodes must be regarded as primary devices on which to anchor the structure of the sub-regional spatial system.

TABLE 3: NODES, FUNCTIONS AND TYPES OF SERVICES

<i>Type of Planning Areas</i>	<i>Functions</i>	<i>Type of Service</i>
<b>Primary (Sub-regional Centre)</b>	<ul style="list-style-type: none"> <li>• Distribution and coordination point</li> <li>• Higher order level of goods and services</li> </ul>	Police Station, Hospital, Welfare Office, Schools, Community Hall, Post Office, Bank, Court, Comprehensive sport facility, Developed Economic Centre, Information Service Centre, Emergency Service Centre,
<b>Secondary (Community Centre)</b>	<ul style="list-style-type: none"> <li>• Lower order level of goods and services as compared to primary node</li> </ul>	Police Satellite Station, 24hr clinic, Weekly Welfare Mobile Services, Schools, MPCC, Weekly Information Mobile Services, Post Net, Mobile Bank Services, Tribal Court, Basic Sport Facility
<b>Tertiary (Neighbourhood Centre)</b>	<ul style="list-style-type: none"> <li>• Serve to provide a convenient service to the village community</li> </ul>	Mobile Clinic, Schools determined by population density, Community Halls determined by population density, Postal Services determined by population density, Basic Sport Facility

### 7.2.1 PRIMARY NODE

The Ladysmith Town is a sub-regional centre servicing the entire Emnambithi/Ladysmith Municipality and beyond. Therefore this is a primary node for investment promotion and centre of supply of services in the Emnambithi/Ladysmith Municipality. It forms part of the district spatial systems and is identified in the district SDF as a primary node or main economic hub. This is despite Emnambithi/Ladysmith being recognized as a third order centre at a provincial level. This node has administrative, social, and economic potential and there is provision of concentration of different activities of services. As a sub-regional node, the following activities should be strengthened in Emnambithi/Ladysmith Town:

Development of commercial activities serving the entire municipal area and the surrounding areas (sub-region).

Location of district and sub-district offices of various government departments and serve delivery agencies.

Location of facilities and services for an effective administration and local governance of Emnambithi/Ladysmith Municipality.

Industrial development, focusing mainly on the processing of raw materials produced within the sub-region.

Location of public facilities serving the whole sub-region and beyond. These may include district hospital, sports facilities and transportation facilities.

### 7.2.2 SECONDARY NODES

While Ladysmith serves as a regional centre, at least two other areas present an opportunity for the development of secondary nodes with much less threshold/sphere of influence, namely:

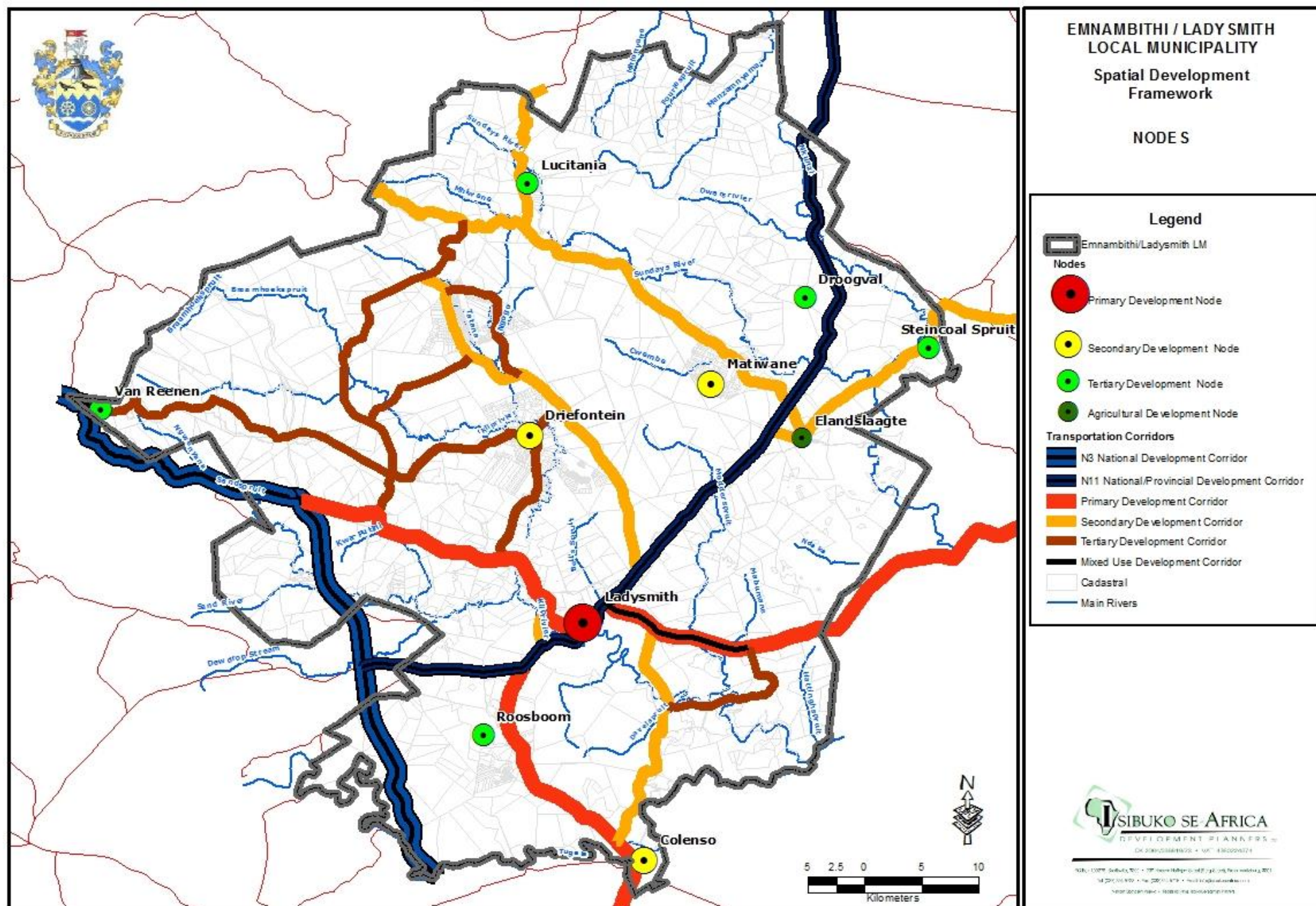
- Colenso Town.
- Ezakheni Town Centre.
- Driefontein Node.
- Matiwane Node.

Three factors have influenced the selection of these areas, that is:

- Location in relation to major access routes. Secondary nodes are located either along a primary or secondary corridor, or at the intersection of the primary and secondary corridors.
- Location in relation to large rural or urban settlements, which provides a threshold for services, rendered from these areas.

- 
- Development potential based on the above two factors, and broad overview of the historical development of the areas as well as the current level of development.







Ezakheni has potential to serve the whole of Ezakheni Township and the surrounding rural settlement. Spatial development in Ezakheni should focus on transforming the area into a mixed land use area, and a viable service centre developed with social, economic and other facilities.

Colenso was previously a thriving rural service centre for the surrounding farming community has experienced decline in both character and function. It is characterized by derelict and poorly maintained buildings, deteriorating quality of infrastructure and the associated services, and lack of investment. With the majority of the land around this town being subject to land restitution and claims, it is critically important to repackage Colenso as a centre of activity and an anchor point for the integration and coordination of support services to the various land reform projects. It also has potential for the following activities:

- Low-key commercial activities and service industry targeting local communities and vehicular traffic passing through R103.
- Low-density residential development for people who want to be close to urban opportunities, but live a rural lifestyle.

- Public facilities serving different at least two or more settlement clusters.
- Eco-tourism and leisure initiatives.

### 7.2.3 TERTIARY CENTRES

In addition to the secondary centres, the vision for the future spatial development of Emnambithi/Ladysmith Municipality makes provision for the development of community centres within a cluster of settlements. These small centres will serve as location points for community facilities serving the local community such as:

- Primary and secondary schools.
- Clinics including mobile clinics.
- Pension pay points.
- Community halls and other community facilities.

The identification of tertiary nodes will be undertaken with the participation of the affected communities.

## 7.3 PROMOTING A CONTINUUM OF SETTLEMENT CLUSTERS

Emnambithi/Ladysmith is predominantly rural in character. As such, exclusive use of development nodes as key spatial structuring elements has potential to undermine the significance of rural parts of the municipal area and relegate rural settlements into sub-sets of mostly urban nodes. The SDF facilitates the evolution of a settlement pattern that reflects strong functional linkages between rural and urban, and the continuum of settlements ranging from deep rural to formal urban settlements. This pattern has a number of benefits, including:

- Maximizing choice of lifestyle and where people want to live.
- Providing a good framework for the delivery of services and application of service standards based on character of the area.
- Unlocking economic development potential at different scales thus providing remote rural areas to realize their agricultural economic development potential.
- Improving economic performance of the region.

### 7.3.1 URBAN SETTLEMENTS

There are three urban settlements within Emnambithi/Ladysmith Municipality, namely:

- Ladysmith Town including the surrounding suburbs.
- Ezakheni Township
- Colenso

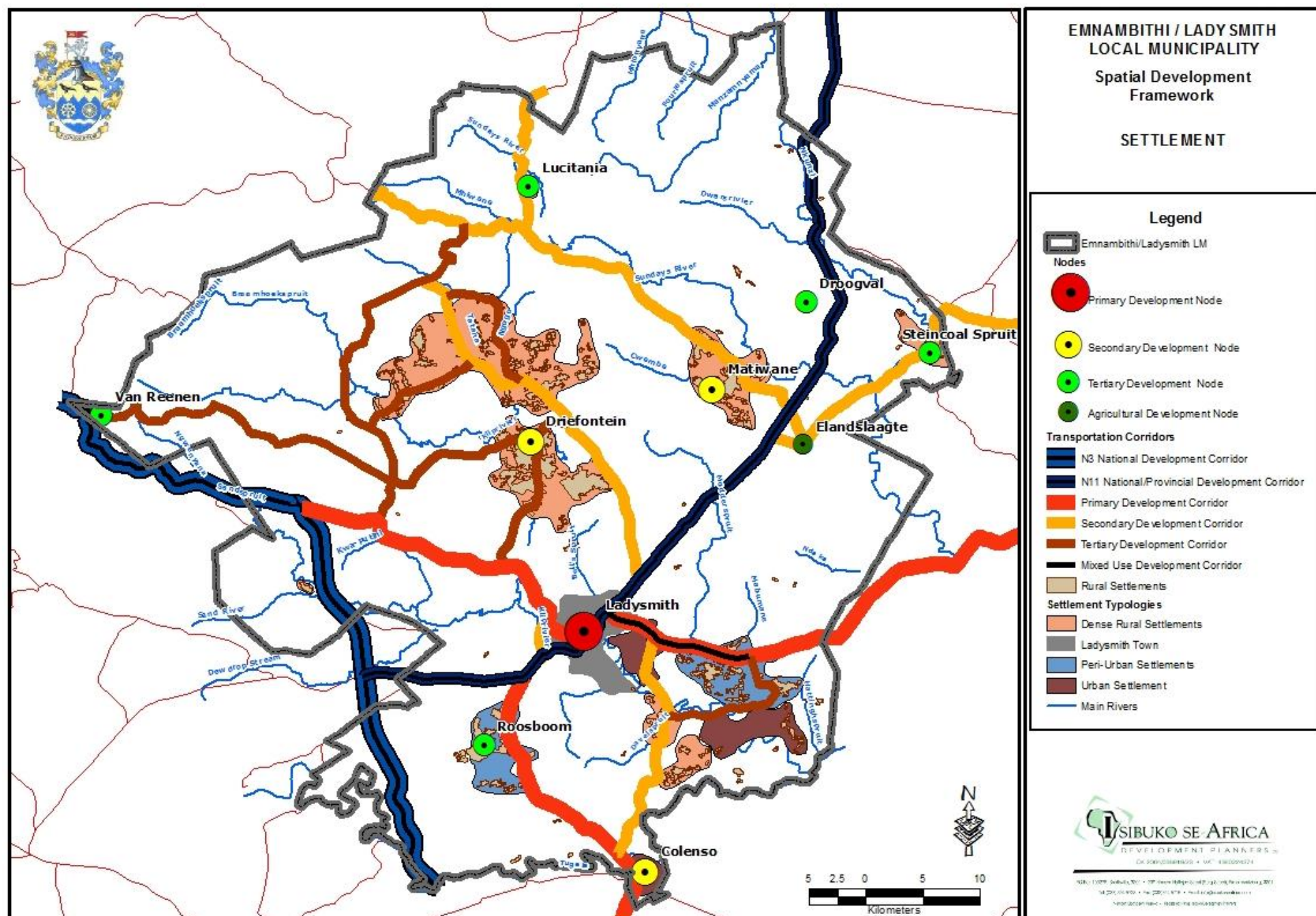
An agenda for the management of these areas is set in the sections below, and need not be repeated in this section save to emphasize the need to contain low density urban sprawl and transformation of these areas into efficient and integrated urban systems.

### 7.3.2 PERI-URBAN SETTLEMENTS

Urbanization processes in areas such as Ezakheni has resulted in the blurring of boundaries between rural and urban thus creating clusters of peri-urban settlements. Large and expansive settlements have developed around Ezakheni. These include the following:

- St Chads
- Roosboom
- Mthandi

Efficient land management in peri-urban areas is critical to deal with challenges of socio-economic change. These areas act as an interface between rural, often informal tenure rights and institutions of enforcement on the one hand, and formal urban-based and mostly statutory law processes. They provide a unique opportunity for rural people to lead a generally rural lifestyle in an urban context. Spatial planning interventions in these areas should focus on the formalization of these settlements through land tenure upgrading, provision of services, development of a range of housing products and improving access to public facilities.



### 7.3.3 DENSE RURAL SETTLEMENTS

Dense rural settlements are an old phenomenon in the rural landscape of Emnambithi/Ladysmith Municipality and the UThukela District generally. These settlements have emerged as a result of forced removals in the commercial farmlands, apartheid based landownership patterns and shack farming that became an alternative to farming given the low production potential of the land. These areas should be prioritized for settlement planning as a means to prevent them from degenerating into rural slums. This should entail the following:

- Mobilization of land owners and traditional councils (where applicable) in support of settlement planning initiative.
- Formalization of institutional arrangements and clarification of roles and responsibilities and cooperation between the municipality and land owners in respect of land allocation and land use management.
- Preparation of settlements plans indicating spaces where different land uses may be located and areas where settlement should be discouraged.
- Delineation of settlement edge indicating the land required to accommodate further expansion and social

development needs over a defined period of time (five to ten years). The urban edge also promotes compaction.

- Introduction and application of planning standards including average site size.

### 7.3.4 SCATTERED RURAL SETTLEMENTS

Further expansion of small scattered rural settlements should be discouraged in the short to medium term with an intention to enable them to develop into settlements with a strong agricultural character. Spatial planning interventions in respect of these settlements should focus on the following:

- Agricultural development particularly protection of agricultural land from settlement.
- Management of grazing land including introduction of strategies such as rotational grazing.
- Consolidation of settlements as a means to create service thresholds.

### 7.3.5 SETTLEMENT CLUSTERS (COMPLEXES)

Rural housing delivery provides an opportunity for the preparation of settlements plans at a local spatial planning unit (settlement or cluster of settlements). The plans should serve



as a guide for the development and future allocation of land for different land uses. As such, it is recommended that future settlement plans should be prepared for each settlement and provides for the following:

Areas where settlement may or may not occur. This will be derived from an overlay of a series of environmental information such as flood lines, slope, wetlands, etc.

Land reserved for the future location of public facilities such as schools, clinics, etc.

Vacant sites land within the settlement area where residential sites may still be allocated. This is critically important as it provides for the consolidation of settlements.

Establishment and application of standards such as minimum lot size so as to promote equity and facilitate effective use of land.

Roads with a particular focus on bus routes and local access roads. However, not all households enjoy road access.

Agricultural land, which includes both arable and grazing land.

Settlement plans should be prepared with full involvement of local communities and the affected and interested parties. They should be simple and easy to follow, and should provide

guidance to traditional councils for the allocation of land for different uses.

#### 7.4 PROMOTING COMPACT DEVELOPMENT

The relative ease to access land for low-cost housing in peripheral areas, and quest for large plots as symbol of opulence perpetuates continued outward expansion and sprawl of Ladysmith Town, development of peri-urban settlements and growth of dense dislocated settlements. Establishing dense settlements on well-located areas, within the urban edge (in the context of urban settlements) and settlement edge (in the context of rural settlements) will promote efficient use of existing infrastructure and help create the necessary threshold for public facilities.

The municipality is seeking to create housing opportunities for the poor in areas that improve access to urban opportunities including employment, access to basic services, etc. This includes a drive to develop sustainable human settlements and to ensure that people live in harmony with the environment.

The municipality will to achieve this by:

- Limiting and containing the urban development footprint within the Urban Development Line (urban edge).

- Promoting higher “net” residential densities in strategically located areas within core areas, new growth areas and areas prioritised for infrastructure development.
- Creating new residential development opportunities that connect fragmented areas and consolidate urban form around high accessibility routes and nodes.

#### 7.4.1 URBAN EDGE

An urban edge is essentially a geographically-based line on a map indicating the edge between land available for urban development (infill and redevelopment) and land that is to remain part of the rural landscape and natural environment.

Infill and redevelopment of lands in existing centres reduces the costs associated with infrastructure investments and servicing. It also revitalizes existing commercial centres, creates densities that support transit and neighbourhood shops, and supports economic development by creating clusters of businesses in close proximity. The more that compact settlements can result from containing development within settlement boundaries, the more communities will become transit friendly, walkable and support viable commercial centres and nodes.

Notwithstanding this, in the context of the ELM, an urban edge is also used to facilitate both functional and spatial integration amongst areas that were hitherto set apart by the apartheid policies. As a result, areas located between Ladysmith and Ezakheni have all been included within the edge. Some of these areas reflect a rural character (e.g. Mthandi), and should be managed as such in the short to medium term. It is also expected that population density will continue to increase in these areas thus gradually leading to their transformation into fully-fledged urban settlements.

The same approach has been adopted in the case of Colenso where the urban edge boundary has been drawn in a manner that includes the town, Nkanyezi Township and the surrounding informal settlement. A number of informal settlements are also developing on the neighbouring properties that fall within Umtshezi Municipality. Given the service and development implications of this approach, the boundaries run substantially along surveyed cadastral lines. This will remove any uncertainty and provide guidance in terms of the location of urban development. The municipality will not support any urban development outside of the demarcated urban edge.

#### 7.4.2 SETTLEMENT EDGE



One of the major challenges facing the ELM is the outwards expansion of rural and mostly isolated settlements. Unless this situation is arrested at this stage, the government will continue to battle to provide services efficiently and effectively in these areas.

It will also be difficult to turn them into sustainable human settlements. The municipality will therefore work with the land owners, traditional leaders and other relevant authorities to contain further outward expansion of these areas. In particular, the following activities will be undertaken in this regard:

Delineation of settlement edges (outer boundary) beyond which residential and other physical development will be discouraged. Each boundary will be negotiated with relevant stakeholders.

Working with those responsible for land allocation to formulate standards, develop settlement plans and identify potential sites for future residential use, public facilities, etc.

Clear identification of land reserved for agricultural purposes, public facilities, public open spaces (active and passive) and other state domestic uses.

The level of service will depend on the density of each settlement and whether it is earmarked for densification or not.

Dense rural settlements will be prioritised for upgrading, delivery of bulk services and provision of public facilities.

#### 7.4.3 DENSIFICATION

Densification is one of the key elements of compact development and a drive towards building an integrated and efficient spatial form. This can be achieved by limiting urban sprawl, by promoting higher densities, infill and re-development in and around the urban core and other activity nodes and by the promotion of mixed use activity corridors linking otherwise isolated and non-functional areas with a focus of public transport.

The densification to be adopted are dependent on the spatial context of development, the site specific characteristics, the capacity of existing infrastructure and what the impact of that the development will have on the environment. Within the densification strategy it is acknowledged that there has to be a balance between compactness and the retention of significant open space to satisfy other social and environmental needs.

The objectives of densification and compaction in the ELM are as follows:

- **Minimising/Reducing the Footprint of the built up areas:** Settlement (both rural and urban) transform natural land and alter the ecosystems in which they are located in a magnitude of ways. This in itself warrants a concerted effort to limit the impact on the affected area of land, as well as the ecosystems involved.
- **Preventing the Destruction of Agricultural Land:** Outward expansion of settlement occurs at the expense of high-value, very well located agricultural land in close proximity to urban markets. Such land in the ELM is a scarce resource which should be set aside for productive agriculture. This resource should be protected from settlement intrusion.
- **Improving the Use of Public Transport and Facilitating Pedestrianisation:** One of the key means of improving the use of public transport is increasing residential densities in nodes and along public transport corridors, which has major implications for the way in which areas are built and managed. The other is greater integration between the various entities involved in land use and transport planning.
- **Improving the Efficiency of Urban Areas:** More compact settlements increase general accessibility, the level of convenience with which people can conduct their daily lives and reduces costs in terms of time, money and opportunity cost, both for local government as well as for its citizens. More compact settlements in which infrastructure investment is planned are more efficient than those in which this is not the case.
- **Reducing Inequality:** One of the objectives of intervening in the form and density of development of settlements is to ensure greater access of all, especially the poor, to the benefits and opportunities of urban living – something that the current fragmented, separated spatial structure works against.
- **Increasing the Marketability of the town:** The physical urban environment of Ladysmith, including its quality and liveability, plays a major role in its competitiveness. In addition to this the message that potential investors get from a town that seems under control and functions well is that it is well planned and managed in an integrated way. The aim is to ensure a density of development that can facilitate sustainable economic development, job growth and income generation.

- To adhere to legislative directives: A wide range of acts and policies have been brought forward by national government urging local authorities to address the issue of sprawl and urban form. However, in practice, very little has been done to address these legislative directives.

#### 7.4.4 DENSIFICATION STRATEGIES

The different methods for achieving densification can occur through:

- New development on vacant or under-utilized land at higher densities.
- Subdivision of large pieces of land to encourage higher densities
- Infill development on vacant or underutilized parcels of land at higher densities. A range of infill processes may include transfer of development rights, land swaps, land consolidation, public housing projects and so forth.
- Cluster development on large parcels of land through a consolidation process
- Conversion of existing building (sometimes vacant/derelict) to other uses.

- Allowing additional units to be developed on a single piece of land
- Redevelopment of poorly functional and underdeveloped areas to encourage and facilitate infill.
- Introduction of a range of housing products/typologies to meet the densification requirements.

#### 7.5 URBAN DEVELOPMENT PRIORITY AREAS

Urban development program focuses mainly in the three urban nodes within Emnambithi/Ladysmith Municipality, namely:

Ezakheni where the main focus should be on township regeneration programme and transformation of the area from being an apartheid township into a post-apartheid sustainable human settlement.

Colenso where the main focus is on the regeneration of the town and promoting intensive urban agriculture.

Ladysmith where the main focus is on land use integration and developing the town into an efficient sub-regional centre. Urban renewal and township regeneration are also critical in for areas such as Steadville.

##### 7.5.1 EZAKHENI TOWNSHIP REGENERATION PROGRAMME

Ezakheni Urban Renewal Program (EURP) is intended to transform the social and spatial fabric of the area from an apartheid township into a post-apartheid sustainable urban human settlement. Its objectives are as follows:

To address poverty alleviation, underdevelopment and improve the quality of life for the local residents.

To promote investment, employment and provide support to the SMMEs.

To improve the quality of the environment and facilitate development of an amenable environment.

To facilitate the development of a range of housing products, thus providing choice in terms of lifestyle and where people want to live.

A detailed programme towards the attainment of these goals is outlined in the Ezakheni Township Regeneration Strategy (Isibani Planning Consultants, 2009). In additions to the interventions identified in the regeneration strategy, spatial planning and development should focus mainly on the following:

Developing a joint initiative with Ithala Bank and other key stakeholders to regenerate Ezakheni Industrial Park. This may include infrastructure development, marketing and investment

promotion packages, redesign and redevelopment of the environment outside of the park, etc.

Developing the along the Klip River for intensive irrigation focusing on the production of niche products and fresh vegetables.

Eradication of informal settlements through insitu-upgrading and/or relocation of poorly located settlements into planned mass housing projects.

Identification of land and development of community residential units as a means to address need for rental housing stock and introduce new housing products in the area.

Redesign and redevelopment of Ezakheni Town Centre into a functional and efficient spatial system. Ezakheni secondary node (town centre) refers to the area in the vicinity of Ezakheni FET College.

Upgrading and maintenance of road infrastructure. This includes the development of sidewalks, pavements and street lighting.

Development and/or upgrading of active public open spaces including play lots, parks and sport fields. Linked to this is the development of an integrated open space system.

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Provision of public facilities such as cemeteries, and improving access to government services through the development of Thusong centres.

### 7.5.2 COLENZO TOWN REGENERATION PROGRAMME

Colenso Town is located approximately 25km south of Ladysmith Central Business District. It was laid on the banks of Tugela (uThukela) River almost where it crosses with R103. The town is traversed by Provincial route R103, with the N3 Freeway being realigned 16km to the West. Future urban development in Colenso should focus on the following:

Regeneration of the town which entails infrastructure upgrading, rehabilitation of the existing buildings or redevelopment.

Upgrading of the informal settlements into sustainable human settlement and introduction of initiatives to prevent development of such settlements.

Development of Nkanyezi into a sustainable human settlement through infrastructure upgrading, development of a range of housing products, creation of opportunities for local economic development, etc.

Development of an irrigation scheme involving all the farmers located along UThukela River and the development of the associated industries.

Redevelopment of the electricity generation infrastructure or finding alternative use of the existing infrastructure.

Spatial and functional integration of areas that were previously developed to house different race groups.

Containing outwards expansion of the area given its lack of employment opportunities and crumbling infrastructure.

Promoting local economic development initiatives.

### 7.5.3 LADYSMITH/EMNAMBITHI TOWN

Ladysmith/Emnambithi town has a rich history and heritage, and occupies a strategic space within the Battlefields Route. It is also well positioned to serve as the gateway to the Drakensburg given its role as the major town in the north-western part of the province. The town is facing a number of critical challenges which requires an integrated urban management approach. The following initiatives should thus be prioritised:

Development of infrastructure that would enable the town to play its role as the regional hub and service centre. This includes promoting projects that are intended to provide service to the municipal area as a whole and beyond.

The town is congested and can only develop further by means of redevelopment (which is taking place in certain areas along Lylle Street), accretion (where by residential use makes way for

mixed uses including office, service industry etc) and/or development of commercial space in decentralised locations within the urban edge. Developments that are in line with each of these approaches will be supported.

Upgrading of physical infrastructure, particularly in down-town areas as a means to create an environment that is conducive to business development and advancement.

Development of an urban open space system which includes a network of both active and passive open spaces.

Development and implementation of a CBD management programme the funding of which will be drawn from both the municipality and property owners.

Preparation and implementation of a framework plan which divides the area into precincts or planning areas based on character, role and development challenges.

Spatial and functional integration of various elements of the town as a means to promote integrated development and an efficient delivery of services.

Urban renewal programme involving Steadville and the former coloured and Indian townships.

Identification of land for the expansion of the CBD and development of new housing products including family residential units and other forms of social housing.

#### 7.5.4 CBD SOUTHERN EXTENSION NODE

The Southern Extension node refers to the area located along the N11 and the R103. The development of this area will facilitate the integration of the Roosboom with the CBD and enhance the role of the R103/N11 as development corridors.

The following land uses and strategic initiatives should be promoted in this area:

- Juxta mix of commercial, light industrial, retail and housing developments around the Indoor Sports Complex, NPA and around the Aerodrome.
- Medium density housing development targeting the “gap market” including Finance Linked Individual Subsidy Scheme (FLISP).
- Upgrading of the aerodrome and its development into a regional facility. This will improve access to the Berg and the Battlefields Route and establish Ladysmith as a gateway to these tourist destinations.



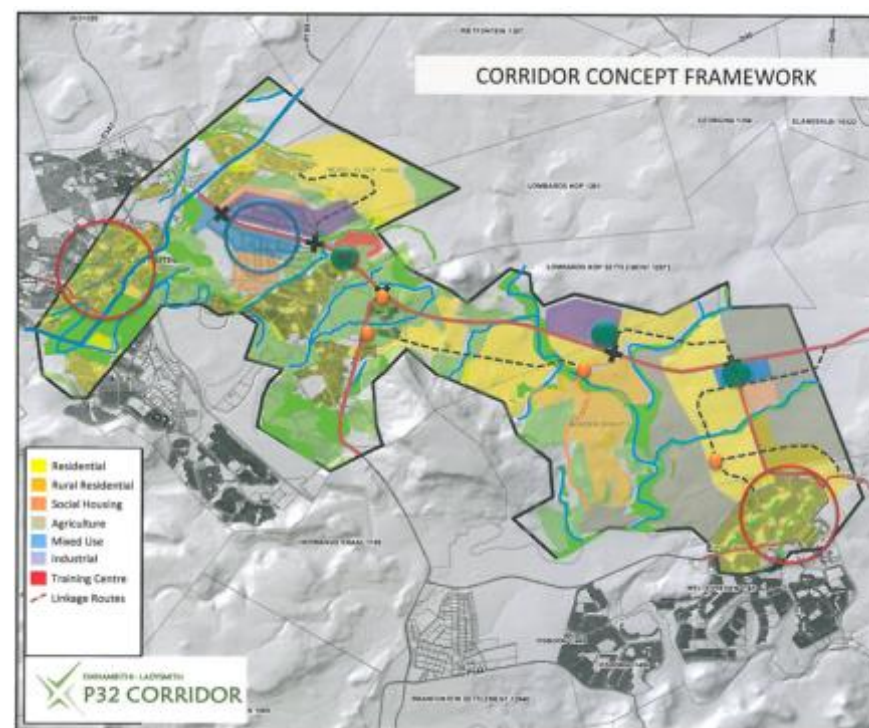
- Provision for further industrial development focussed mainly on warehousing and processing of raw material produced in the surrounding rural hinterland.

#### 7.5.5 HELPMEKAAR CORRIDOR

The Helpmekaar Corridor runs in an east-west direction and serves as a major link between Ladysmith CBD and Ezakheni Township. It is a provincial arterial road, and therefore development along this road is subject to the Department of Transport's regulations for development along provincial roads. The ELM has prepared a strategic plan to guide future development along this corridor. The plan makes provision for, *inter alia*, the following:

- Establishment of economic investment nodes at key points along the corridor.
- Promoting mixed use linear zones, including industrial development.
- Creating employment opportunities closer to residential areas.
- Establishing density thresholds in support of the corridor.

- Improving mobility through the provision of taxi stops, road upgrading and traffic culming measures along the corridor.
- Providing for various modes of movement including cycling, pedestrians and vehicular traffic.



It therefore recommends:

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- Upgrading of P32 and the associated secondary routes.
  - Upgrading of transport facilities, water and electricity.
  - Upgrading and formalisation of settlements located along the corridor.
  - Introduction of new housing products including social housing.

## 7.6 DEVELOPING SUSTAINABLE HUMAN SETTLEMENTS

The 1976 Vancouver Declaration defined human settlement as:

*...the totality of the human community - whether city, town or village - with all the social, material, organizational, spiritual and cultural elements that sustain it. The fabric of human settlements consists of physical elements and services to which these elements provide the material support.*

The concept of human settlements has been developed further into a strategic framework for overall socio-economic development. Human settlements are the spatial dimension as well as the physical expression of economic and social activity. The creation of sustainable human settlements is inevitably an objective for social development as it defines and determines the relationship between where people live, play and work on the one hand and how this occurs within the confines of the natural environment. It is one of the most visible and quantifiable indicators of the society's ability to meet one of its basic needs - shelter, and a pre-requisite for sustainable human development and economic growth.

### 7.6.1 LAND RELEASE

Land identification exercise should be undertaken to identify, map and assess all strategically located land that is suitable for

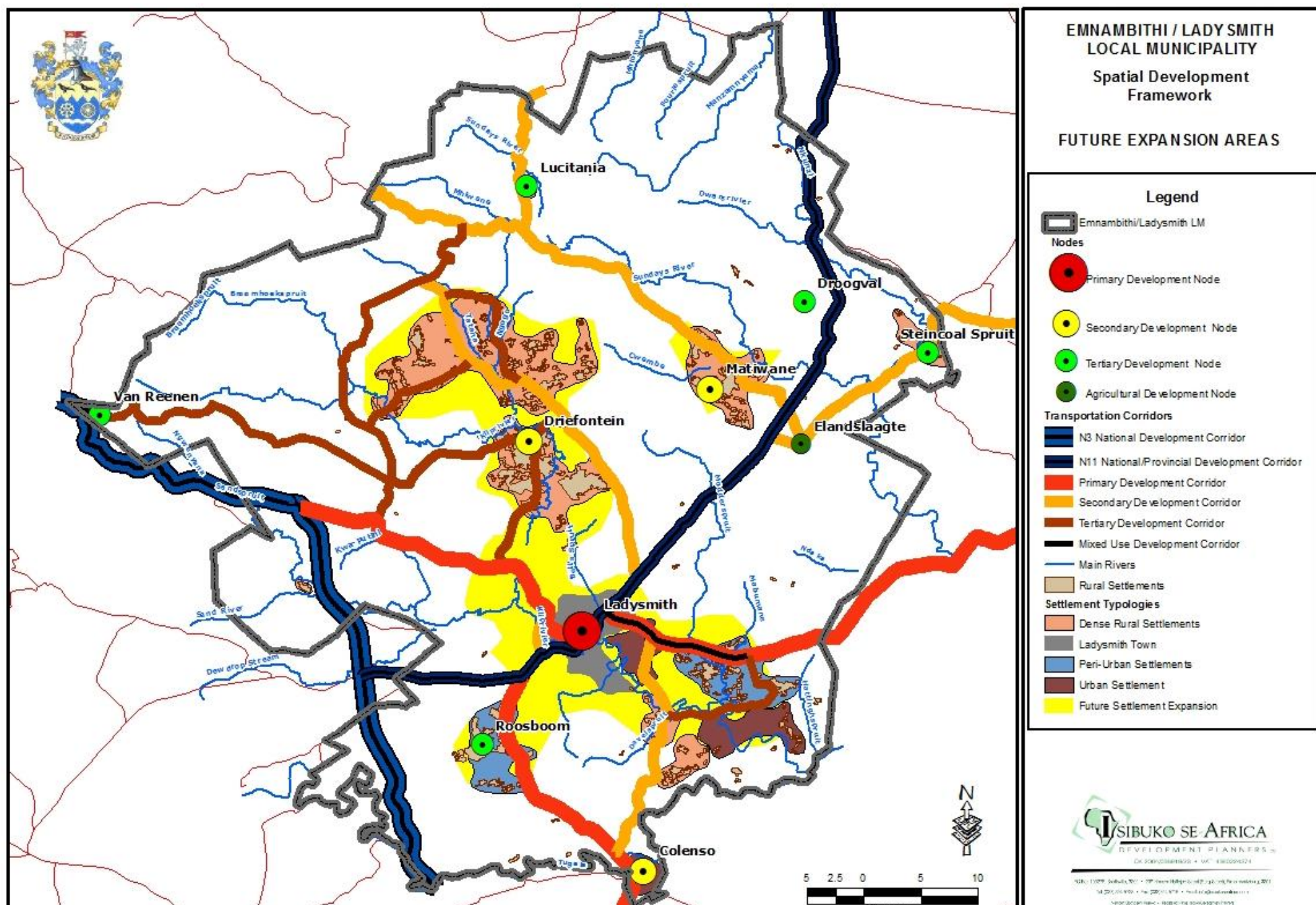
housing development. This is in addition to the land that is subject of the current and planned housing projects. The exercise should be based on the following criteria:

- Ownership of land.
- Restrictive conditions of title and other encumbrances.
- Current land use and existing zoning.
- Size and potential yield for different housing products.
- Availability of services.
- Location in relation to employment and other urban opportunities.
- Market value of the land as determined by the municipality for rating purposes.
- Geotechnical, topographical and other environmental conditions.
- The use of the land for housing purposes should be in accordance with IDP and the associated sector plans.

This exercise should be supported by a land release policy clearly stating the manner in which the municipality will acquire, allocate land and release it for development. In some

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instances, this may include entering into collaborative initiatives with the private sector (e.g. private public partnerships).





### 7.6.2 HOUSING DELIVERY

A differential strategy should be followed in the development of human settlements. Particular focus in the urban areas should be paid to the eradication of informal settlements and release of land for the establishment of new settlements and delivery of a range of housing products within the urban edge. Dense peri-urban and rural settlements will be prioritised for the development of human settlements through the rural housing subsidy scheme.

### 7.6.3 SLUMS CLEARANCE

The following spatial planning directives will be applied in the implementation of slums clearance projects:

- Identify all informal settlements and quantify housing need.
- Mapping and assessment of informal settlements to establish whether they can be upgraded *insitu* or requires relocation.
- Develop and introduce a land invasion policy as a means to prevent development of new and expansion of the existing informal settlements.

### 7.6.4 RURAL HOUSING

The Government's rural housing assistance programme has been designed to complement the realisation of the objectives of the Integrated and Sustainable Human Settlements. It focuses on areas outside formalised townships where tenure options are not registered in the Deeds Office but rather protected in terms of land rights legislation - Interim Protection of Informal Land Rights Act, 1996 (Act No. 31 of 1996). As opposed to registered individual ownership in formal towns, rural households enjoy protected informal tenure rights and/or rental or permission to occupy. The rural housing assistance programme is needs or demand based and designed to provide housing and infrastructure assistance within the specific circumstances. Dense rural settlements will be for prioritized rural housing.

### 7.6.5 BREAKING NEW GROUND PROJECTS

Emnambithi/Ladysmith Municipality has developed a Housing Sector Plan. The Housing Sector Plan estimates the current housing backlog to 5000 units calculated on the basis of census data, informal settlements and backyard shacks. Naturally, since the municipality is mainly rural and has a high percentage of unemployment, the greater percentage of the housing need

is for affordable housing units. Assuming an average density of 25 dwelling units per hectare (including roads), it follows that nearly 200ha of land is required in order to address the housing backlog. This should be spread between Ezakheni and Ladysmith.

#### 7.6.6 MIDDLE INCOME AND UPMARKET HOUSING

Middle income and up market housing is undertaken by the private sector in response to an expressed need. However, the municipality can facilitate the delivery of this form of housing through the incorporation of appropriately located land into the town planning scheme area and introduction of appropriate zoning. The area between Steadville and Ezakheni has been earmarked for the development of a range of middle income housing products. Development of this land will reinforce the development of Ezakheni/Ladysmith mixed use development corridor and facilitate spatial integration of Ezakheni, St Chads and Ladysmith. Middle and up-market housing development will also be delivered through infill, redevelopment of derelict sites and as part of the densification programme of the municipality. The scheme will also identify areas for medium housing.

#### 7.6.7 SOCIAL HOUSING

The ELM has identified and undertaken broad assessment of potential sites for social housing development. A phased approach should be adopted in the development of social housing within the areas identified as Provisional Restructuring Zones (PRZ's). As much as all the areas identified generally meet the criteria, some are more suited than others. The less suited areas would require a level of stakeholder engagement and spatial planning before any social housing project is suggested in the area.

The first phase should focus on areas that meet the following criteria:

- Availability of state or municipal owned land large enough to enable delivery at scale.
- Availability of bulk infrastructure.
- Limited potential for conflict arising from what others may see as intrusion into their neighbourhoods.

Although land parcels that may be considered for social housing have been identified in each PRZ, they have not been assessed in terms of development potential and suitability for such use. The focus has thus far, mainly been on the identification and assessment of PRZs in terms of their contribution to urban restructuring. Detailed assessment of



different land parcels within each PRZ should be undertaken in preparation for the packaging of social housing projects.

## 7.7 BULK INFRASTRUCTURE DEVELOPMENT

Provision of bulk services is the responsibility of UThukela District Municipality. Sector plans have been prepared for some of the services. The recommendations thereof that have implications for Emnambithi/Ladysmith Municipality have been integrated into the SDF for alignment and integration purposes.

### 7.7.1 SANITATION

The IDP indicates that the ELM has a huge sanitation backlog, particularly the rural villages. Packaging of sanitation programs should be based on settlement clusters and be integrated with the drive towards the transformation of rural villages into sustainable human settlements. The following spatial planning standards should be applied in all sanitation projects:

- Giving priority to settlements located within priority environmental areas.
- Providing settlements located within a 100m of wetlands with lined ventilated pit latrines at the minimum.

- Providing urban and peri-urban settlements with water borne sewer.

### 7.7.2 WATER

Like many areas in South Africa, the ELM area has inherited the historical legacy of a large backlog of water and sanitation service infrastructure. This situation is clearly intolerable and therefore the efficient and adequate supply of water services for domestic consumption and for economic development is one of the most important challenges facing UThukela District Municipality, in its capacity as the Water Services Authority for both Emnambithi/Ladysmith and the other local municipalities located within its boundaries. UTDM has identified the following as critical and strategic water supply areas:

- Additional sustainable water source for Ladysmith and Ezakheni townships.
- Bulk water supply system where rural schemes can just be “plugged in”.
- Bulk water supply to the settlement clusters.
- Raw water supply for Agricultural irrigation.

Identification of supply zones should be based on the cluster of settlements defined in terms of quaternary catchments. The

following spatial planning standards should be implemented in all water supply schemes:

- Urban settlements should be supplied with water within the house.
- Peri-urban settlements should ideally be supplied with water on site or at least within a 200m from each household.
- Dense rural settlements should be provided with water at least within 200m from each household.
- Scattered rural settlements should be prioritized for spring protection, source water from the rivers and where possible boreholes.

## 7.8 IMPROVING ACCESS TO SOCIAL FACILITIES

Different communities have different priorities in terms of social facilities, and different types of facilities will work efficiently in certain communities. Large facilities with a municipal wide threshold such as a district hospital may not be located in a small poorly accessible settlement. The important issue is not to predetermine the form of all facilities, but rather the positioning of social institutions valued by the community. The

precise nature and form of many of these facilities can be determined over time by the community itself.

Community facilities are important place-making elements and they should be used, in combination with public space, to make memorable places. They are dependent upon public support and play an important integrating function in and between communities/settlements. They should therefore be located in places of high accessibility, for the local and surrounding communities. In this way, they bring together people from a number of local areas and are not tied to the dynamics of any one community.

The Emnambithi/Ladysmith Municipality (ELM) has recognised the need to rationalise the provision of social facilities by providing a guideline document for provision of social facilities within the existing and the proposed settlements within the ELM. In the past the provision of facilities has been unplanned which created inefficiencies and wasted large amounts of money. As a result of poor planning of such facilities local communities suffer because of lack of social facilities or because of the dispersed nature of such facilities.

In some cases the council has seen some social facilities being over provided or provided in a scale too large for that specific community. This results in wasteful and fruitless expenditure by

the municipality or any other service provider. Facility location planning standards, access guidelines and threshold norms are an essential element of strategic planning and are used to allocate and reserve land for particular uses and facilities and develop capital plans within a planning area.

Sustainable human settlements cannot be achieved without adequate social facilities that are differentiated according to varying development densities, community size, mobility levels and socio-economic variation. Social facility guidelines will allow sector departments and the municipality to improve investment decisions about the number, size, type, location and space requirements of social facilities based on technical information rather than political advocacy. These clear guidelines will, if implemented, facilitate the development of integrated housing settlements that are well provided for with respect to social facilities.

#### **7.8.1 HEALTH**

Equitable access to health facilities and services is one of sustainable human settlements. While the area is generally well provided with hospitals, spatial distribution of clinics' could be improved to achieve a target of a clinic for every 6000 households or a clinic within a 6km radius. This could be

achieved through the location of clinics in secondary and tertiary nodes where the concentration of public facilities is recommended.

#### **7.8.2 MEETING SPACES**

Both open-air public spaces and enclosed spaces such as community halls are important parts of social infrastructure. Halls should be located in association with public spaces as this will allow for events in one to spill over into the other, or provide alternatives in case of weather changes. Halls should also be associated with other public facilities, such as schools and markets. Given the limited number of public facilities which can be provided in any one settlement, it makes sense to concentrate these to create a limited number of special places, which become the symbolic parts of the settlement. The number and location of meeting places cannot simply be numerically derived. Rather, it is necessary to create "forum" places, which over time assume a symbolic significance outstripping their purely functional role.

#### **7.8.3 EDUCATION FACILITIES**

The creation of environments which promote learning forms an integral part of the settlement-making process. Learning has

both formal and informal dimensions. Schooling relates to the formal dimension of education. Informal learning stems from exposing people to experiences outside the formal learning environment, such as experiencing nature, urban activities and social events. In this respect, the informal part of the learning experience can be enhanced by integrating educational facilities with the broader settlement structure. This can be achieved by locating schools, colleges, universities of technology and adult education centres close to places of intensive urban activities.

The concept of the specialised self-contained school, accommodated on a spatially discrete site and serving only its pupil population, needs a rethink. Schools should be seen as resources serving both pupils and the broader community. In this regard schools can accommodate the school population during the day and, where possible, adult education during the evenings. Similarly, halls and libraries can serve the school population during the day and the broader community during the evening, ensuring 18-hour usage of facilities.

The need for informal school play space can be supplemented by public space adjacent to which the school is located. Formal sports fields can serve both the school and the broader community. In terms of their location, schools should be part of

an accessible, settlement-wide system of education facilities. Accordingly, they should be located close to continuous public transport routes. This will make schools sustainable over a longer period, since they will draw pupils from a larger area, thus becoming less susceptible to fluctuations in the local population.

Provision of education facilities should be based on established planning standards of a primary school for every 600 households and a secondary school for every 1200 households. Future school sites should be located and be integrated into the existing spatial fabric and logic. Secondary facilities could be located in areas where they can be shared between or among settlements thus forming the basis of emerging nodes

#### **7.8.4 FACILITATING EFFICIENT MOVEMENT AND PUBLIC TRANSPORT**

Movement should not be seen as a separate element but as an activity which occurs within social space. The degree to which it dominates space varies significantly depending on the type of settlement. In Ladysmith and Ezakheni, equal emphasis should be placed on both spaces which are entirely pedestrian dominated and those which are entirely vehicle dominated. The

situation is completely different in rural villages where pedestrian and public are the dominant modes of transport. Public transport is essential in areas that are characterised by low levels of car ownership. As far as possible, transformation of rural settlement into sustainable human settlements should support public transport. Well located and highly accessible settlements should be allowed to expand and increase in density in order to create sufficient thresholds to support public transport and public facilities.

Higher densities in areas such as Ladysmith Town and Ezakheni will increase the viability of public transport and should be encouraged along public transport routes. This is critically important as it promotes concentration of activities and gives effect to the notion of nodal development. There is a strong ordering dimension to movement. At all scales, it is necessary to maximise continuities of movement, as this promotes choice and integration. Land uses should be able to respond freely to movement patterns as this encourages diversity and a mix of activities. The proposed system of corridors and nodes supports the concept of an integrated public transport system, with most of the corridors serving as public transport routes.

## **7.9 PROMOTING RURAL DEVELOPMENT AND AGRARIAN REFORM**

Rural development is intended to create vibrant, equitable and sustainable rural communities. The national government seeks to achieve this through a three-pronged strategy based on:

- a coordinated and integrated broad-based agrarian transformation;
- strategically increasing rural development; and
- an improved land reform programme.

ELM spatial approach to each of these is discussed below.

### **7.9.1 EMERGING FARMER SETTLEMENT**

The role of local government in supporting the land reform program remains one of the poorly defined and uncoordinated activities in the integrated development planning process. The land reform impacts on the local communities, yet it is implemented by a national government department with limited, if any, consideration of the IDPs and the SDFs. Similarly, these documents do not provide an adequate strategic framework for dealing with the land question. Land issues are complex and intricate with some of them (labour tenants and land restitution) being rights driven. Nevertheless, the land reform is one of the

significant programs that promise to make a major contribution to economic growth, poverty alleviation and nation building.

As such, its implementation should be embedded in the notion of sustainable and integrated development. Emnambithi/Ladysmith Municipality recognizes the importance of the land reform; particularly the role it can play in addressing historical land related conflicts in the area, overcrowding and congestion, as well as promoting agricultural development. As such, the following should guide future implementation of the land reform program within the ELM.

Clustering of projects in a geographic area (across products) so as to optimise development potential, rationalise support services and promote efficient use of scarce resources. Identification of clusters should be based on access, social identity, development opportunities, land use pattern and social relationships. This will provide a framework for a comprehensive approach to the resolution of labour tenant and land restitution claims.

Settlement of the emerging farmers in terms of the Land Redistribution for Agricultural Development (LRAD) or Proactive land Acquisition Strategy should be located close to transport axes on good agricultural land in situations where

they have access to ongoing support and mentorship – this by definition would exclude isolated areas of the municipal area.

There is a need to promote off-farm settlement as a land delivery approach where the main need for land is settlement. Such land should be located in accessible areas which can be provided with social facilities and basic services in an efficient and effective manner. It may also form part of a cluster of projects. This will also facilitate housing delivery and development of such settlements as sustainable human settlements.

Identification of high impact projects and integration into the local value chain or development proposals. These projects should also be integrated into the LED program of the Municipality. Opportunities in the ELM include game farming, livestock farming, citrus, irrigated pastures, and dry land and irrigated crop production.

It must however, be noted that the land reform is a need and a rights based program. Its primary focus is to transform the land ownership pattern in line with the national government targets.

### 7.9.2 LAND TENURE UPGRADING AREAS

Land tenure upgrading should be undertaken for both urban and rural informal settlements as part of a process towards the development of human settlements. Particular focus should be paid to the following areas:

Roosboom.

Driefontein Complex.

Matiwaneskop Complex.

Nkunzi.

Steincoal Spruit.

Lucitania

## 7.10 LOCAL ECONOMIC DEVELOPMENT

Emnambithi/Ladysmith Municipality IDP identifies local economic development (LED) as one of the key performance areas (KPAs), and a strategic area of intervention. Investigations undertaken towards a comprehensive LED strategy and implementation plan suggests that the area has potential in commerce and industry, tourism, agriculture and mining sectors.

### 7.10.1 TOURISM

According to Emnambithi/Ladysmith LED Strategy, ELM's potential for tourism development is derived from a range of attractive features such as mountainous terrain, scenic features, and rich bio-diversity. Tourism development should be promoted in the following areas:

- Nature based tourism in areas along the Drakensburg, low veld areas, between Colenso and Ezakheni.
- Rural villages where there is an opportunity to celebrate the culture of the local communities.
- The area between Colenso and Ladysmith where there are various sites of historical significance.
- Ladysmith Town where focus should be paid on conferencing facilities, tourism accommodation and visitor orientation centres.
- Eco and adventure tourism in the mountain passes such as Collin's Pass.
- Agro-tourism on commercial farms subject to impact on agricultural land.
- Township tourism with Ezakheni and tourism products/facilities therein being the main focus points.



### 7.10.2 AGRICULTURE

Agricultural development should be promoted based on potential with high production land being reserved mainly for agricultural purposes. The following agricultural activities are prevalent in the area:

- Extensive livestock farming should be promoted, particularly in commercial agricultural areas, but grazing land management programmes should also be introduced to address the increasing problem of soil erosion.
- Crop production (irrigated and dry land) should be promoted in low lying areas and irrigation along the main rivers particularly Colenso.
- Irrigation estates along the major rivers such as UThukela River and Klip River.
- Pastures and dairy in and around Colenso.

Farms within a five to ten kilometre radius from Ladysmith Town and Colenso should be considered for the establishment of smallholdings where limited processing of agricultural products and tourism facilities should be allowed. The same applies to farms located immediately along development

corridors. Sub-division of these properties into agricultural units between 5ha and 20ha should be promoted.

### 7.10.3 COMMERCE AND INDUSTRY

The nodal areas should be prioritised for commercial and industrial developments, depending on the size of the threshold, role of the node in the local and regional space economy, and availability of suitable land parcels. Ladysmith Town is the main regional economic hub with huge untapped potential given its sphere of influence and strategic location in relation to the regional and provincial movement and trade routes. It has a well-developed physical infrastructure and is endowed with strategically located vacant and/or underutilised land for further expansion.

Availability of properly zoned and serviced industrial land suggests a need to strengthen functional linkages with the rural hinterland. This will establish Ladysmith as the agro-processing centre for raw materials produced on local commercial farmlands and the surrounding agricultural regions.

Commercial and industrial developments in areas such as Ezakheni and Colenso should resonate with the role of these areas as secondary centres supporting clusters of settlements

in their vicinity. Neighbourhood and community centres should be located in nodes that serve a cluster of settlements.

### 7.11 ENVIRONMENTAL MANAGEMENT

The human-centred approach emphasises that a central purpose of planning is to ensure that the developmental needs and activities of people living in settlements are catered for and, in particular, that opportunities for people to achieve their full potential through their own efforts are maximised. This approach, rather than being purely cost or technologically-driven, is people-driven and democratic. The nature-centred approach recognises that natural systems interact in highly synergistic ways, which must be respected if breakdowns in them are to be prevented. Human actions on the landscape, such as settlement-making, must thus be sensitive to ecological processes. Therefore, rather than imposing settlement development on the environment, this approach emphasises co-existence, thereby creating synergy between man-made and ecological systems. The presently unmanaged growth of both the towns and rural areas has potential to:

- contribute to the degradation of environmental resources such as the water and plants,

- contribute to malfunction of waste management systems,
- overload the transport system, and
- negatively affect the overall deterioration in the living conditions of ELM residents.

The growth in the local economy of Emnambithi/Ladysmith and surrounds, invariably contributes to an exponential increase in water use, waste generation and energy use in the residential and commercial sectors. If not properly managed, the growth can lead to degradation, some of which is not reversible.

ELM Environmental Management Framework (EMF) identifies, among others, the following as critical interventions to address the current accelerated rate of resource degradation:

- Catchment management
- Protected areas
- Climate change vulnerability mapping
- Conservation through production (include traditional/indigenous agricultural production systems mainly targeting homestead owners and subsistence farmers).

- Waste management

#### 7.11.1 CATCHMENT MANAGEMENT

Emnambithi/Ladysmith is located at the head of the Klip River catchment. As such, good resource management is critical for the integrity and functioning of the upper catchments throughout its length. The catchment is currently under threat, from over-grazing, inappropriate fire regimes, alien plant infestations, inappropriate arable and plantation development and unsustainable harvesting, which in turn leads to groundcover and biodiversity loss and soil erosion. Well managed catchments can perform their important ecological services in a far more effective and resilient manner than those which are under stress from development pressures. ELM EMF suggests the following as interventions to address this phenomenon:

- Range management.
- Alien plant management.
- Conservation through production (community based natural resource management).

#### 7.11.2 RANGE MANAGEMENT

The ELM should work with the Department of Agriculture to determine the appropriate grazing capacity of the area. There are standard methods for doing this, and they are essential for range management. Importantly, this process must involve participation by the communities in question to ensure that local dynamics are accounted for. A rotational grazing system must be designed and implemented for these areas to ensure that sufficient rest is granted to the rangelands. Each targeted community should have the equivalent of a farm management plan that guides all agricultural development and management for a five year period.

#### 7.11.3 ALIEN PLANT MANAGEMENT

This intervention has two primary aims, firstly, the conversion of certain alien plant infestations (which are a liability) into an economic opportunity (charcoal, bio fuel, poles, firewood, etc), and in so doing provide an economic vehicle for SMMEs / local micro enterprises to generate income through value adding activities. This is an ambitious but possible intervention, requiring excellent technical and management skills, and well structured partnerships between role players, including the private sector, the District, and relevant government departments. There are other such projects elsewhere in South Africa and KwaZulu-Natal which have been successful.

Secondly, the control of existing alien tree infestations where they do not present an economic opportunity.

#### 7.11.4 CONSERVATION THROUGH PRODUCTION

There is no fundamental physical difference between the rural settlements and commercial farmlands. They are both located in the same biophysical area, with the same rainfall, similar soils, and can support similar plant and animal species. However, the major different is the management style and land tenure system. Breakdown of co-operative communal land management has led to extensive overgrazing by wandering livestock, which has bared much of the soil in the surrounding area. Biodiversity loss is severe, livestock are often starving during winter and early spring due to insufficient biomass and nutrition, and most wildlife has disappeared as a result of poaching. The EMF advocates for the adoption of the 'conservation through production' concept with its central tenet being increasing agricultural production while reducing the vulnerability of rural livelihoods to drought and soil erosion.

This requires the application of Community Based Natural Resource Management (CBNRM) approach to involve target communities in designing and driving their production. This will

strengthen the chances of success, for both productivity and resource conservation and management.

- Erosion prevention and rehabilitation driven from a point of soil, soil nutrient and water management for improved production
- Indigenous and plantation forest development strategy that takes into account impacts of different species on the environmental resources. Proper demarcation of land uses based on land quality, potential and available resources.

#### 7.11.5 PROTECTED AREA DEVELOPMENT

The Priority Environmental Areas can be used as the basis for identifying new protected areas. Large portions of untransformed land within these areas have potential for protection, assuming there is a willing community or owner. The EMF identifies some potential areas for exploration and proclamation under the Protected Areas Act. All have high aesthetic appeal and considerable potential for tourism, and are located in the upper Klip River catchment which is important for water security. Some are located on settled land, while the rest is on privately owned commercial farmlands.

### 7.11.6 WETLAND MANAGEMENT

Wetlands play a critical role in the ecosystem water management and biodiversity conservation. As such, they are deemed to be no-go areas in terms of development on site. In the interim the following will serve as guidelines for an effective management of wetlands:

- No activity that will result in the transformation of wetlands is recommended. Wetlands should be retained for the ecosystem goods and services they supply, therefore only rehabilitation and conservation activities are proposed within the zone.
- In cases where wetland impacts cannot altogether be avoided or acceptably mitigated on-site, consideration must be given to establishing off-site wetland offsets that would result in positive impacts for wetland management in the region.
- 32m confidence buffer will be established around each wetland area as on-site delineation of wetlands has not been undertaken.

### 7.11.7 BIODIVERSITY MANAGEMENT ZONES

#### 7.11.7.1 PROTECTED AREAS

Areas of high biodiversity are important for their intrinsic value in the ecosystem. These areas have very high development constraint and care should be taken to ensure that large scale transformation does not occur and that the ecological functioning of these sites is not lost. These areas are afforded legal protection in terms of environmental management legislation. Any development within protected areas is subject to an EIA and will require extensive consultation with all interested and affected parties.

#### 7.11.7.2 BIODIVERSITY CONSTRAINT AREAS

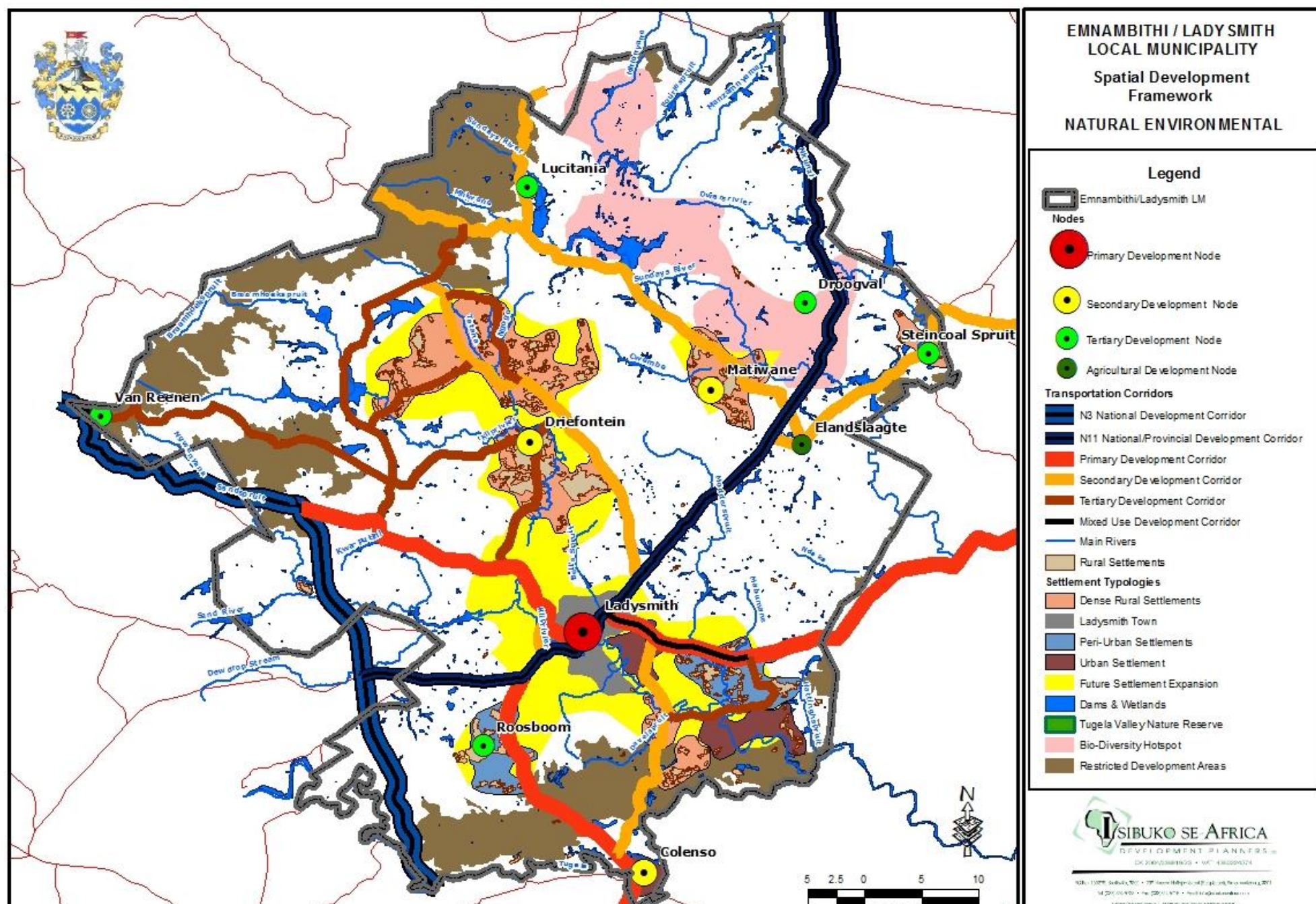
Any development proposed within this zone must be subject to a pre-feasibility assessment which must include all necessary specialist biodiversity investigations and the consideration of alternatives and mitigation. If the site is confirmed to be highly sensitive and the proposed activity is expected to result in the potential net loss of critical biodiversity elements, then the development should be considered fatally flawed from a biodiversity perspective and should not proceed.

Activities that are compatible with biodiversity management objectives and that would result in a net increase in biodiversity should be supported. In cases where biodiversity impacts cannot altogether be avoided or acceptably mitigated on-site, consideration must be given to establishing suitable off-site

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biodiversity offsets that would result in positive impacts for biodiversity in the region.







## 7.12 MANAGEMENT OF AGRICULTURAL LAND

### 7.12.1 HIGH POTENTIAL AGRICULTURAL LAND

High potential agricultural areas offer unique opportunities for cultivation and food security. Areas of high agricultural potential are identified as areas with inherent potential for cultivation based on the soil, slopes and climate of the area. It is recommended that activities that will result in the loss of agricultural potential such as the subdivision of land, settlement and extensive infrastructure development should not be undertaken in this zone. Ultimately these areas should not be developed for purposes other than agriculture, and should retain the opportunity for future agricultural production. As such, they should be maintained either for cultivation or grazing.

In areas of high agricultural potential that also have high biodiversity value it will be important to attempt to identify land uses that may achieve both objectives such as grazing or less intensive cultivation that include areas to be set aside for biodiversity management. High potential agricultural land located within existing settlements but is too small or lack the appropriate infrastructure to become viable agricultural areas

could be considered for small scale or intensive food production and urban agriculture.

### 7.12.2 GOOD AGRICULTURAL POTENTIAL

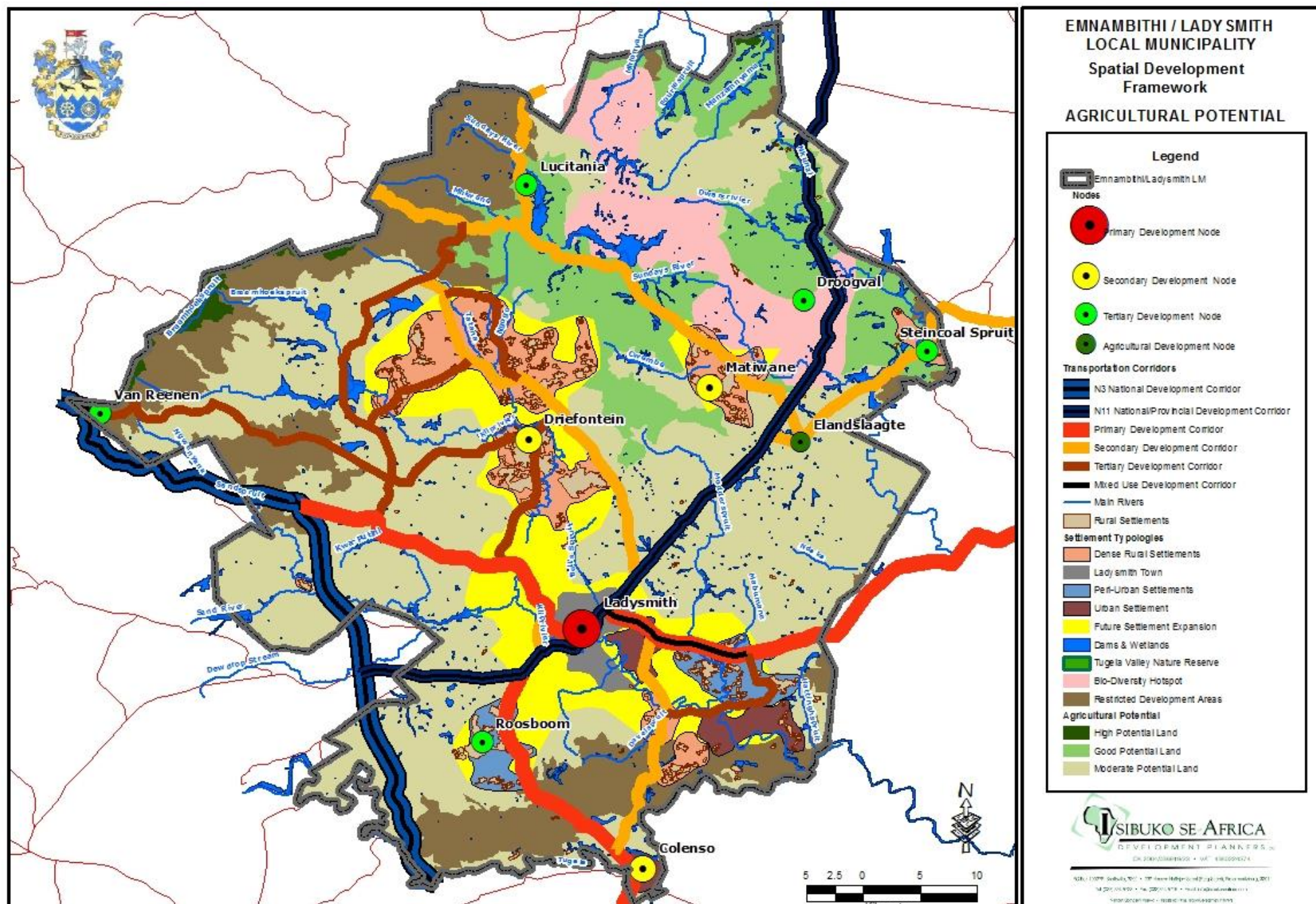
While these areas may have agricultural values this can only be determined through more detailed site specific slope and soil analysis. As agricultural potential of these areas could be high, further investigation of these sites is recommended. If any site is deemed to have high agricultural potential then the management priorities and land use guidelines for the high agricultural potential constraint should be applied.

### 7.12.3 LOW AGRICULTURAL POTENTIAL

Land with low agricultural potential refers to areas that have limited value for agricultural production. This may be as a result of steep slopes, unsuitable soils or unsuitable climatic conditions. Activities within this zone are not constrained by agricultural potential. Commercial cultivation in this zone is not recommended and yields from cultivation in this zone are unlikely to be profitable and may in fact result in negative impacts such as erosion and land degradation. Extensive agriculture such as grazing or subsistence gardening may however be undertaken in this zone. It is critical however that

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stocking rates be carefully considered to ensure that land degradation does not occur. It is also critical that subsistence gardening does not occur on steep slopes resulting in erosion.



#### **7.12.4 AGRICULTURAL POTENTIAL LOST DUE TO TRANSFORMATION**

Areas within this zone may have previously exhibited high agricultural potential. Due to land use changes in the past, the potential for agricultural production has been lost. Activities within this zone are not constrained by the agricultural potential. Opportunities for urban agriculture and vegetable gardening should be encouraged.

#### **7.13 CONSOLIDATED SPATIAL DEVELOPMENT FRAMEWORK**

The ELM SDF is based on a detailed analysis of the spatial development trends and patterns within the region and the municipality in particular. It also taken into accounts the national and provincial spatial planning imperatives, and seeks to contribute to spatial transformation within the ELM. It acknowledges that the area to the east of Ladysmith Town, particularly Ezakheni and St Chad's areas are at the receiving end of the urbanisation processes taking place within the ELM. The same is happening to a lesser extent in the dense rural settlements located mainly to the north and west of Ladysmith

Town. This includes the Driefontein Complex, Matiwane, Nkunzi, etc.

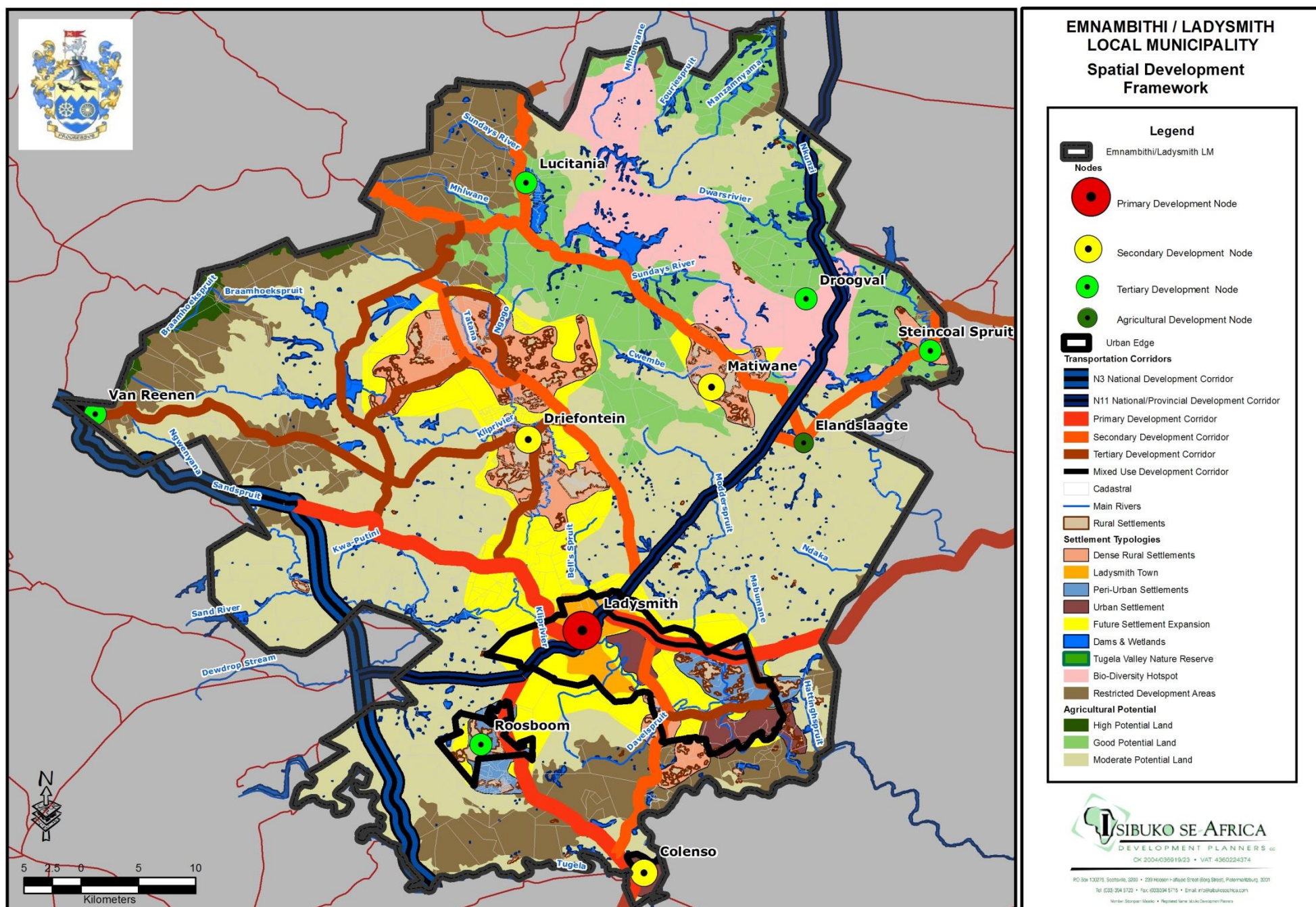
The SDF discourages the continued outward expansion of these settlements and recommends containment of urban and settlement expansion. As such, it advocates for a densification, compaction and transformation of rural and urban settlements into sustainable human settlements and development of Ladysmith as a regional service, administrative and commercial hub.

It seeks to achieve this through a number of strategic initiatives, particularly the following:

- Establishing and developing a system of development corridors operating at different levels but connecting local areas with the centre and integrating the ELM into the regional and provincial economy.
- A system of development nodes providing services and access to facilities at different scales with Ladysmith being a regional node.
- Promoting a continuum of settlements ranging dense urban to scattered sparsely populated rural settlements.

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- Focusing development in strategically located areas as a means to unlock the economic opportunities and facilitate spatial integration.
  - Focusing equally on both rural and urban development as a means to manage rural-urban linkages and promote rural development.







## URBAN MANAGEMENT FRAMEWORK

Urban development program focuses mainly in the three urban nodes within Emnambithi/Ladysmith Municipality, namely:

Ezakheni where the main focus should be on township regeneration programme and transformation of the area from being an apartheid township into a post-apartheid sustainable human settlement.

Colenso where the main focus also on urban renewal and intensive urban agriculture.

Ladysmith where the main focus is on land use integration and developing the town into an efficient sub-regional centre. Urban renewal and township regeneration are also critical in Ladysmith.

## EZAKHENI TOWNSHIP

Ezakheni Urban Renewal Program (EURP) is intended to transform the social and spatial fabric of the area from an apartheid township into a post-apartheid sustainable urban human settlement. Its objectives are as follows:

To address poverty alleviation, underdevelopment and improve the quality of life for the local residents.

To promote investment, employment and provide support to the SMMEs.

To improve the quality of the environment and facilitate development of an amenable environment.

To facilitate the development of a range of housing products, thus providing choice in terms of lifestyle and where people want to live.

A detailed programme towards the attainment of these goals is outlined in the Ezakheni Township Regeneration Strategy (Isibani Planning Consultants, 2009). In addition to the interventions identified in the regeneration strategy, spatial planning and development should focus mainly on the following:

Developing a joint initiative with Ithala Bank and other key stakeholders to regenerate Ezakheni Industrial Park. This may include infrastructure development, marketing and investment promotion packages, redesign and redevelopment of the environment outside of the park, etc.

Developing the along the Klip River for intensive irrigation focusing on the production of niche products and fresh vegetables.

Eradication of informal settlements through insitu-upgrading and/or relocation of poorly located settlements into planned mass housing projects.

Identification of land and development of community residential units as a means to address need for rental housing stock.

Redesign and redevelopment of Ezakheni Town Centre into a functional and efficient spatial system. Ezakheni secondary refers to the area in the vicinity of Ezakheni FET College.

Upgrading and maintenance of road infrastructure. This includes the development of sidewalks, pavements and street lighting.

Development and/or upgrading of active public open spaces including playlots, parks and sport fields.

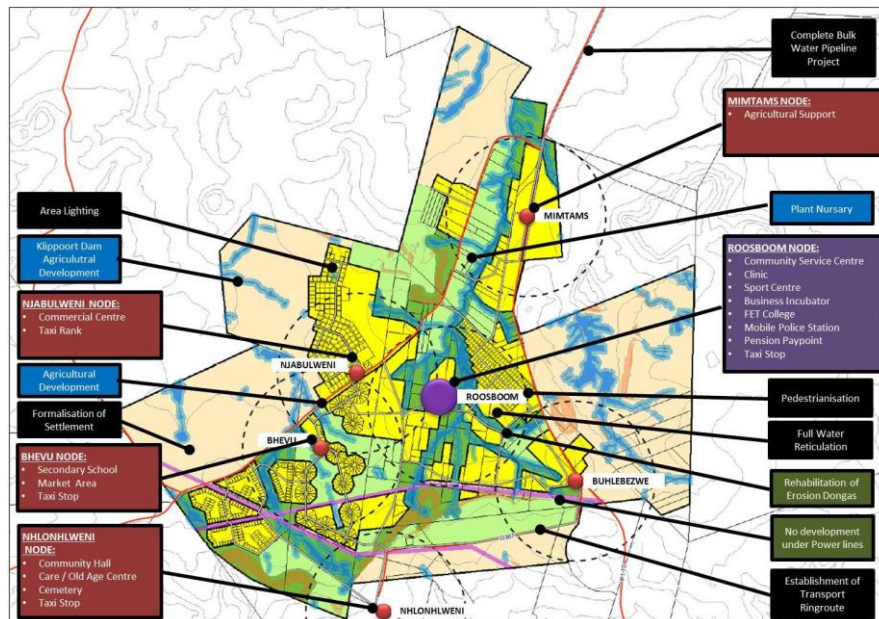
## LADYSMITH TOWN

In 2010 the Emnambithi/ Ladysmith Municipality commissioned a study of the Ladysmith town which specifically defined actions which are required to assist the Municipality in initiating the development process in the CBD. These actions take the form

of Catalytic Projects, so named because they are designed to stimulate further public and private sector investment thereby building a self-sustaining regeneration momentum. This is done by the projects demonstrating the commitment of the Municipality to the CBD and boosting public confidence in it.

The objectives of implementing the Catalytic Projects are ultimately the economic and social upliftment of the people of Ladysmith and its hinterland. The physical improvements brought about from the Catalytic Projects however are intended to create an environment that is more conducive to doing business, attracting investment and visitors. The catalytic projects include the relocation of informal traders in a sensible manner that promotes safety, convenience and whilst keeping the town aesthetically pleasing and conducive for investment. The construction of a pedestrian bridge along Lyll Street will ensure the safe and convenient use on the road by both pedestrian and motorists. Commercial development projects to attract investment and grow the town include the Aerodrome development, Indoor Sports Complex, Limit Hill mall and the development of social housing.

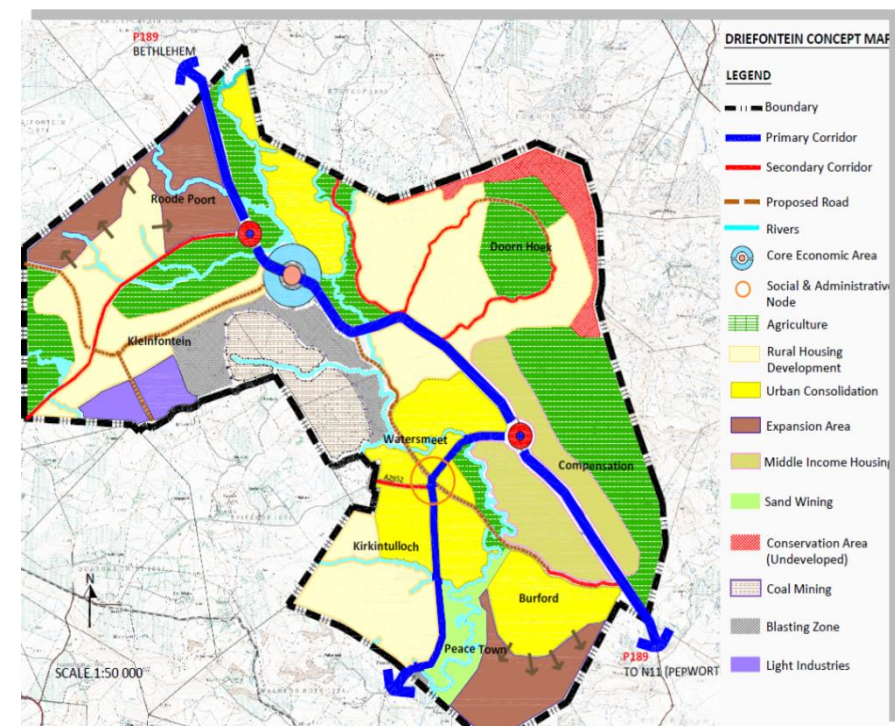
## ROOSBOOM COMPLEX



## DRIEFONTEIN COMPLEX

Located on the northern part of the municipality is the Driefontein complex. In order to effect spatial integration, development should be focused in selected nodal areas. Some areas in Driefontein have already benefited from public and private investment in services and infrastructure which needs to be managed and maintained. There are two nodes that have been proposed in the context of Driefontein. These are a node in a

Driefontein settlement is identified as a core economic node and a node in Watersmeet settlement is identified as a social and administrative node. In the context of the study area, these nodes will form the focal points for the clustering of development and service provision and will ensure access to social and economic opportunities. Nodes in the study area have to be aligned to wider municipal SDF and will be less intense nature, due to its location on the outskirts of Ladysmith.



Future economic development within Driefontein will occur in a coordinated fashion with the following as major land uses commercial, light industrial, sand winning/ mining and coal mining.

The land parcels along P189, between Watersmeet and Burford settlements provides an opportunity for middle income housing. The municipality in partnership with the Department of Human Settlements can consider packaging the housing projects that are primarily targeting the gap housing and rental housing needs within this area.

Existing formal townships should be consolidated through the provision of services such as sewer system, development of public facilities and improved quality of the environment. This will transform the areas from being dormitory suburbs into quality living spaces/environments. These existing townships include Watersmeet, Burford and Kirkintulloch. It is envisaged that in the medium to long term, these settlements will be integrated into the urban fabric and be urbanised accordingly.

Over a long terms this will enable Driefontein to be a mixed integrated residential area. The existing rural settlements may also appropriately expanded to address further housing demand over a long term. Over the long term this expansion will enable the area to be fully integrated with the Ladysmith.

## COLENZO

Colenso is a small town on the southern boundary of Emnambithi/ Ladysmith Municipality. The Council identifies regeneration as one of key policy priorities, and recognises its strategic significance as a function to not only the Council but also to other service providers and agencies in the Municipality. The Regeneration Strategy has therefore been prepared to place regeneration at the forefront of the Council's thinking and actions across all departments and in its interactions with its partners.

It became apparent from as early as the baseline research and stakeholder consultation that if the Strategy was to succeed in this respect, and begin laying the foundations from which a strong Colenso would emerge, a holistic approach to regeneration would be required. This necessity is manifested in the Strategy's vision for the Town, which seeks to nurture a robust and sustainable economy that promotes the Towns strengths and is fuelled by a vibrant environment and successful communities.

From the study the following is suggested:

1. An appraisal of surplus Council owned land is required to determine opportunities for affordable housing development.

This will mitigate against the anticipated shortfall and create broader regeneration benefits. Technical studies and in some cases public engagement events will be required.

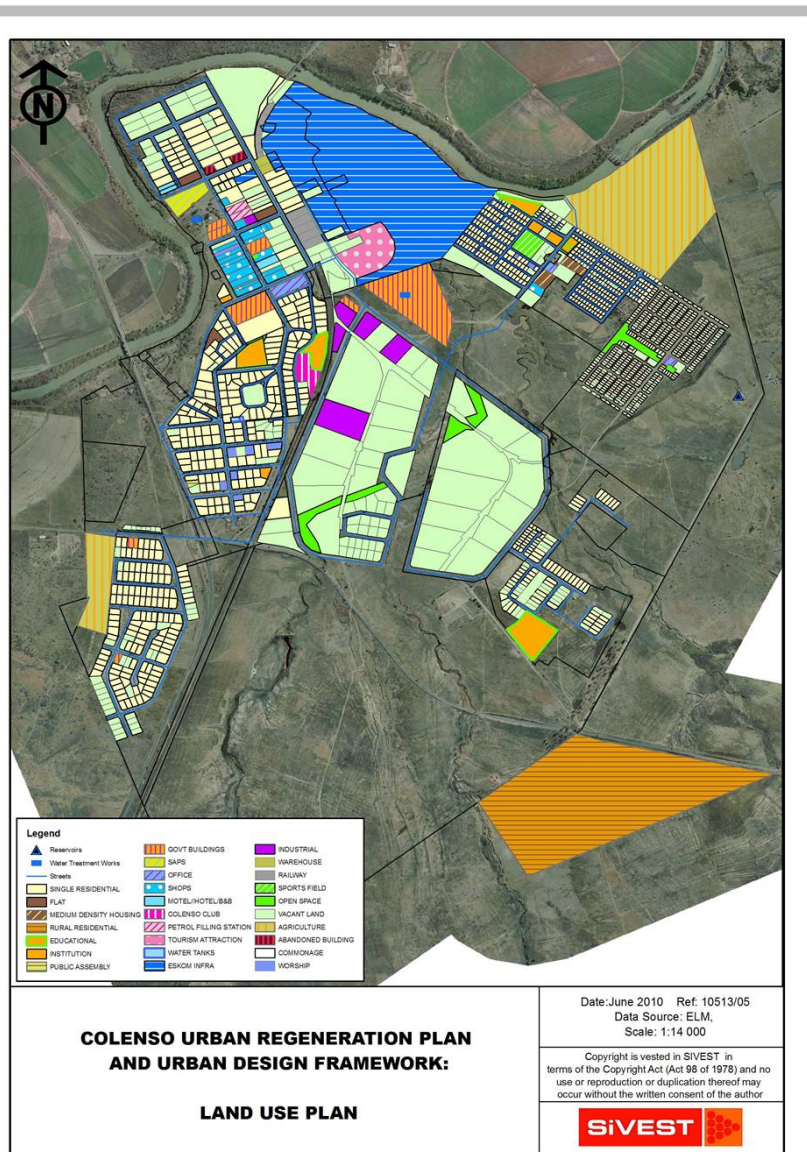
2. The Council and its partners should work with the local SMME's to ensure that Colenso benefits from the proposed increases to apprenticeships. The renewable energy sector, in particular, should be targeted as an area for increase.

3. The ICT infrastructure, including suitable broadband speed, within the County Council will require improvement. This will allow Council staff to work more efficiently by minimising the need to travel.

4. Given the critical role that effective broadband coverage will have on the realisation of the Strategy, the Council will need to lobby for high speed broadband access. Relevant funding opportunities can be sought via the DTI and organisations like the Rural Broadband Partnership have considerable experience of working with rural communities interested in increasing their connectivity.

5. The Council and its partners need to enable micro-business and social enterprises to succeed. In particular, support should be given to those working in the fields of renewable energy generation; agriculture; tourism and manufacturing. Reducing unnecessary regulation and developing a network of mentors within the Colenso Regeneration Strategy community should provide a solid basis for micro-businesses and social enterprises to succeed.







## MATIWANE, JONONO AND NKUNZI

Located On the eastern part of the municipality is the Matiwne, Jonono and Nkunzi Cluster. The key routes that constitute the entrance points to the study area is considered vital for ensuring that the area is highly accessible and connected to various part with Emnambithi/ Ladysmith and beyond. These routes are considered critically important for supporting economic development and trading within the area.

The development corridors are considered to be regional transport routes, which link a number of areas. These should be viewed as the logical focus areas of an orderly strategy for rural development and spatial integration. These routes should be seen as activity and investment lines. The structure they give to the area is articulated in the form of movement pattern and systematic distribution of land uses in space.

- N11 – has been identified as a primary corridor due to its overall influence economic influence within the area.
- P263 – has been identified as a secondary corridor due to its role in terms of movement and potential to support economic development that can take place within the area

- P33 – is the tertiary corridor due to its high level of connectivity that it provides for some of the settlement areas.
- P39, P216, D264, D90, D386 – these routes serves as the local corridors that only provide access to farms within the area.

Strategic link routes have been identified as P314 and a portion of P263. These routes act a very important role in terms of linking the corridors. In order to effect spatial integration, development should be focused in selected nodal areas. A node is a place of high accessibility onto which both high and private investments tend to concentrate and offers the opportunity to locate a range of activities. They are generally located along or at a cross-section of development corridors. Some areas have already benefited from public and private investment in services and infrastructure which needs to be managed and maintained. There are five no nodes that have been proposed in the study area. These are:

- Matiwaneskop/ Jononoskop Primary node – the area identified as a core economic mixed use node
- Lucitania and Nkunzi Secondary
- nodes – which would mainly serve the social and small scale commercial role.

- Cremin and Fort Mistake Tertiary/ tourism nodes – these would support the tourism assets that exists within its close proximity and be developed in a manner that includes the SMMEs.

## MCITSHENI, MTHANDI AND ST CHADS

The areas Mcitsheni, Mthandi and St Chads are located within the Ezakheni Township, part of Emnambithi-Ladysmith Local Municipality and all are surrounding the Ezakheni township.

Some of the key implications for St Chads, Mcitsheni and Mthandi will require the improvement of linkages within the Ezakheni/Acaciavale area in line with the municipal concept.

This will be achieved through:

- Facilitating alternative employment opportunities to aid the reversal of population decline in villages/rural areas;
- Promoting balanced sustainable development, to strengthen the identity of the villages;
- Promoting the distinct and unique image and identity of the Ezakheni and surroundings, that will attract greater investment and economic activity to the sub-region;

- Co-ordinated road network improvements;
- Co-operation with the other areas in the municipal areas, in promoting the tourism potential of the natural environment; and

- Using the potential of the ICT network to promote linkages between the villages and nodes in the municipal area

To build upon the strengths of Mcitsheni, Mthandi and St Chads by promoting:

- Sustainable development
- A vibrant and unique community
- Mixed tenure for both housing and employment uses;
- Encourage Skills Development;
- Promote entrepreneurship;
- Provision of adequate basic services; and
- Provision of shopping, health and educational needs

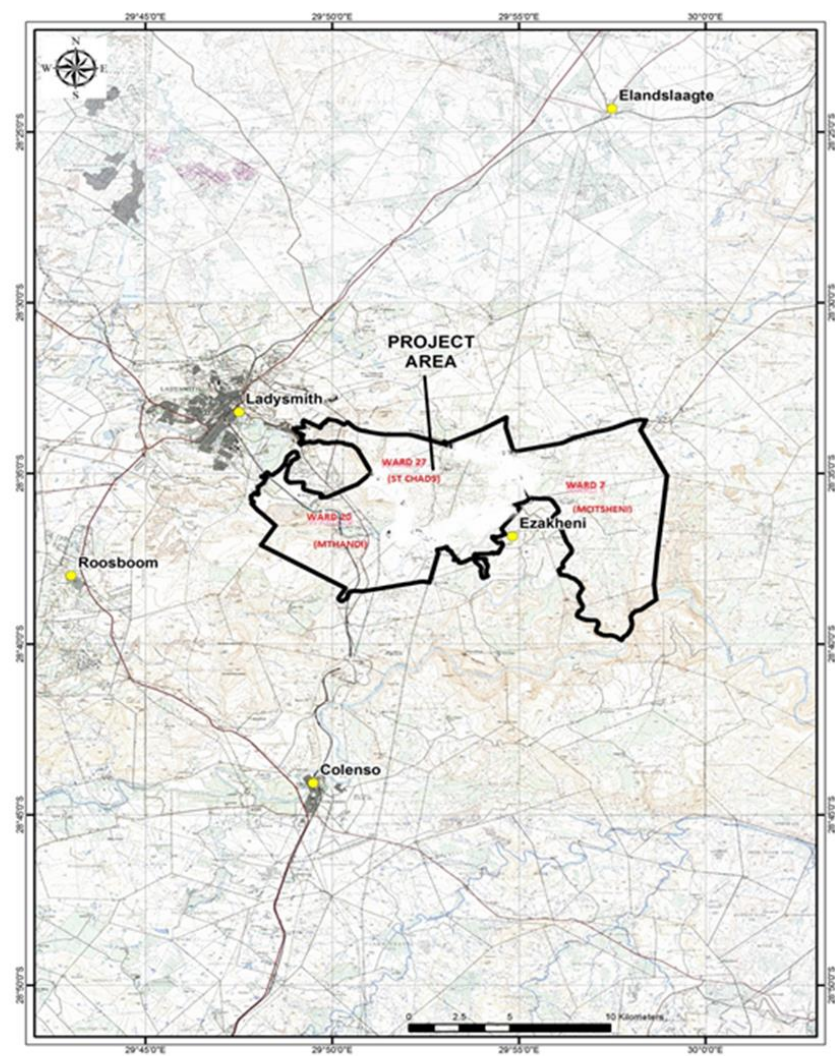


Figure 1. Locality Plan

## 8 IMPLEMENTATION PLAN



## 8.1 LAND USE MANAGEMENT FRAMEWORK

The Planning and Development Act, (Act No. 6 of 2008) requires the municipality to develop, adopt and implement a wall-to-wall scheme for its area of jurisdiction. Such a scheme must be in place within five years from the date on which the provisions of the Act that deals with schemes were promulgated.

### 8.1.1 LAND USE MANAGEMENT SYSTEM

A Land Use Management System (LUMS) refers to all the tools, systems and procedures a municipality requires in order to manage land and its use effectively. The SDF and the scheme are some of the critical components of the LUMS. As indicated on Figure .... below, typically elements of a Land Use Management System include, *inter alia* the following:

- Strategic plans such as sector plans dealing with land development.
- Valuation and rating system
- Property registration (land audit), ownership and tenure
- Geographic information systems (GIS)

### 8.1.2 SPATIAL PLANNING AND LAND USE MANAGEMENT ACT (ACT NO. 16 OF 2013)

The Department of Rural Development and Land Affairs was given a mandate to implement a new act within 5 years which will replace the Development Facilitation Act 67 of 1995 (DFA) after its repeal in 2012 by the Constitutional court. The Department has since created a legislation namely the "Spatial Planning and Land Use Management Act 2013, Act No. 16 of 2013" abbreviated as SPLUMA.

The act sets to provide a framework:

“For spatial planning and land use management in the republic, to specify the relationship between the spatial planning and land use management system and other kinds of planning, to provide for inclusive, development, equitable and efficient spatial planning at the different spheres of government, to provide a framework for the monitoring, coordination and review of the spatial planning and land use management system, to provide a framework for policies, principles, norms and standards for spatial development planning and land use



management, to address past spatial development planning and land use management, to address past spatial and regulatory imbalances, to promote greater consistency and uniformity in the application procedures and decision making by authorities responsible for land use decisions and development applications, to provide for establishment, functions and operations of Municipal Planning Tribunals, to provide for the facilitation and enforcement of land use and development measures, and to provide for matters connected therewith.”

## **APPLICATION OF THE ACT**

SPLUMA is a National Act which applies to the Republic of South Africa and is legislation enacted in terms of section 155(7) of the Constitution insofar as it regulates municipal planning and in terms of section 44(2) of the constitution insofar as it regulates provincial planning, in terms of Subsection 2(1) of SPLUMA.

Subsection 2(2) of SPLUMA states “Except as provided for in this Act, no legislation not repealed by this Act may prescribe

an alternative or parallel mechanism, measure, institution or system on spatial planning, land use management and land development in a manner inconsistent with the provisions of the Act.”

## **MUNICIPAL REQUIREMENTS FOR EFFECTIVE IMPLEMENTATION OF SPLUMA**

SPLUMA requires municipalities to adopt spatial development frameworks and land use schemes and empowers them to approve applications for the rezoning of land, subdivision of land, township establishment and removal, amendment and suspension of restrictive condition of title. Municipalities in KwaZulu-Natal have performed these functions since 2010. However, municipalities will now be required to establish Municipal Planning Tribunals to decide applications, devolve the power to approve routine applications to officials, decide appeals against decisions by the Municipal Planning Tribunal etc. The following requirements are needed for SPLUMA to be implemented effectively:

### **Appointment of a Municipal Planning Tribunal**

Decide whether to establish its own Municipal Planning Tribunal, a joint Municipal Planning Tribunal with other municipalities, or a district Municipal Planning Tribunal with other municipalities in the same district.

If a municipality has decided to establish a joint Municipal Planning Tribunal or a district Municipal Planning Tribunal, enter into agreement with other participating municipalities.

The municipality needs to decide on the Municipal Planning Tribunal criteria, Consider the composition of the Municipal Planning, Establish an Evaluation panel and criteria to consider MPT nominations, Categorise applications into applications that must be decided by the Municipal Planning Tribunal and applications that may be decided by an official, Determine the fees payable to MPT members who are not officials.

#### Institutional capacity

Municipalities are required to determine whether they want to only use Municipal Planning Tribunals and their Councils as decision-making bodies, or also include an Authorised Officer.

If municipalities also want to use an Authorised Officer, an appropriately qualified person will be required to be appointed or designated for this purpose.

Municipalities are required to assess and process land development applications. For this purpose municipalities will need to decide whether to appoint or designate appropriately qualified persons for this purpose.

#### **Development Administrator**

The Act requires that the structure of the MPT includes a Development Administrator who will process all applications that will be decided by the Authorised Official and the MPT.

#### **Appeal authority**

Municipalities must decide on their appeal authority as provided in Section 51 of SPLUMA. Either the Executive Authority or another institution, as provided for in Regulation, may be appointed subject to the provisions of the legislation.

## Planning By-laws

The municipality is also required to adopt planning by-laws. In order to do so, the municipality will have to advertise its intention to adopt a set of planning by-laws. The by-laws once adopted by Council will need to be advertised in the Provincial Gazette and the municipality will be liable for the advertising costs.

## Fees and tariffs

Municipalities are required to determine fees and tariffs in respect of SPLUMA. The Department of Rural Development and Land Reform has prepared a guideline document for municipalities to guide this process. Municipalities are required to Gazette their SPLUMA fees and tariffs.

## Evaluation Panel

The municipality is also required to establish an evaluation committee/panel and criteria to evaluate the nominations received by the municipality for the MPT members.

## Delegations Register

The establishment of the Municipal Planning Tribunal (MPT) has a direct effect to the municipal delegations register, therefore the delegations register requires to be reviewed in order to be in line with the requirements of SPLUMA.

## Categorisation of Applications

The municipality, in terms of SPLUMA Chapter 6, is required to categorise which land development applications will be decided by the Authorised Official (AO), Municipal Planning Tribunal (MPT) and Council, therefore the applications need to be sorted according to intense impact they will impose on development.

## Proformas

There is a need to amend the current proformas to include reference to the relevant sections of SPLUMA.

EMNAMBITHI/LADYSMITH MUNICIPALITY READINESS FOR SPLUMA IMPLEMENTATION THUS FAR BEFORE 1<sup>st</sup> JULY 2015.

The following information details what the Emnambithi/Ladysmith Municipality has done so far in preparation for the implementation for SPLUMA.

#### Municipal Planning Tribunal (MPT)

The Emnambithi/Ladysmith Municipality has decided to establish a single MPT model and the structure of the MPT model is outlined as follows:

#### Structure of the MPT

The Emnambithi/Ladysmith Municipality adopted Single MPT Model consist of the following individuals whom are qualified or registered in terms of SPLUMA. The minimum number of an MPT to have a quorum is 3, but it is advisable to have a pool of professionals for circumstances such as the nature of an application and the availability of the members:

- Chief Town Planner
- 3 Town Planners

- Assistant Technical Planner
- Manager: Building Control
- Building Inspector
- Assistant Manager: LED
- LED Officer
- Senior Legal Adviser
- 2 Legal Adviser's

External members from other municipalities and relevant stakeholder's to assist as when required to:

- Department Agriculture and Environmental Affairs
- Department of Co-operative governance and traditional Affairs (COGTA)
- Department of Rural Development and Traditional Affairs.

#### Authorised Official

The Emnambithi/Ladysmith Municipality has decided to appoint the Chief Town Planner as the Authorised official to decide on applications.

### Development Administrator

Emnambithi/Ladysmith Municipality has elected the Town Planner to be the development administrator who will process all land development applications.

### Planning By-laws

The municipality has advertised the draft Kwa-Zulu Natal draft Spatial Planning and Land Use by-laws in times of Ladysmith, commenting period is from 10 June 2015 to 13 July 2015. The municipality needs to adopt these by-laws in order for SPLUMA to be effective within the prescribed timeframes. Once the by-laws have been adopted by Council they are to be gazetted in the local newspaper and the provincial Gazette.

### Delegations Register

The establishment of the Municipal Planning Tribunal (MPT) has a direct effect to the municipal delegations register, therefore the delegations register requires to be reviewed in order to be in line with the requirements of SPLUMA. The delegations register is to be adopted by Council and published

in the local and provincial gazette. The delegation register however has not been adopted by Council as yet but it should be adopted by Council before the implementation date for SPLUMA.

### Evaluation Panel

The Emnambithi/Ladysmith municipality in terms of Regulation 2(1) and Section 35(1) of Spatial Planning and Land Use Management Act, 2013 (Act No. 16 of 2013), has elected the following individuals as the evaluation panel for the MPT.

### Municipal Manager

Executive Manager: Development Planning and Human Settlements

Executive Manager: Corporate Services

Manager Mayoral Office

Appeal authority

As provided for in Section 51 of SPLUMA the Emnambithi/Ladysmith Municipality has appointed its EXCO committee as its Appeal Authority for SPLUMA applications.

#### Fees and Tariffs

The municipality will not be amending its fee structure as there is an existing one. Applications that are not on the list of tariffs will be added in due process.

#### Categorisation of Applications

The Emnambithi/Ladysmith municipality, in terms of SPLUMA Chapter 6, has categorised its land development applications in the following manner:

Planning application type	MPT	AO	COUNCIL
The establishment of a township or the extension of the boundaries of a township	X		

The amendment of an existing scheme or land use scheme by the rezoning of land		X	
The removal, amendment or suspension of a restrictive or obsolete condition, servitude or reservation registered against the title of the land		X	
The amendment or cancellation in whole or in part of a general plan of a township	X		
The subdivision and consolidation of any land other than a subdivision and consolidation which is expressly provided for in a land use scheme.	X		
Permanent closure of any public place	X		



Any consent or approval required in terms of a condition of title, a condition of establishment of a township or condition of an existing scheme or land use scheme		X	
Any consent or approval provided for in a provincial law		X	
Establishment of new zones for the scheme			X
Establishment of development controls and changes thereto			X
Repeal of the town planning scheme			X
The subdivision of any land where such subdivision is expressly provided for in a land use scheme		X	

The consolidation of any land where such consolidation is expressly provided for in a land use scheme.		X	
The simultaneous subdivision and consolidation of land which is expressly provided for in a land use scheme.		X	
The consent of the municipality for any land use purpose or departure or deviation in terms of a land use scheme or existing scheme which does not constitute a land development application		X	
The removal, amendment or suspension of a restrictive title condition relating to the density of residential development on a specific erf where the residential density is		X	

regulated by a land use scheme in operation			
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KZN generic land development by-laws, amended delegations register, appointed MPT members and its categorisation of applications.

As a measure that when SPLUMA is operational there are no challenges and no contradiction with the ACT, the municipality is to have monthly workshops with the Departments of Co-operative Governance and Traditional Affairs (COGTA) and Rural Development (RDLR).

### 8.1.3 CONCLUSION AND WAY FORWARD

The Department of Rural Development and Land Reform (RDLR) KZN, has informed in terms of its circular No. 2 of 2015 that as an interim measure adopted the KZNPDPA Schedule 1 process as its applications process. Municipalities must ensure that its decision-making structures conform to SPLUMA requirements i.e.: appointment of a Municipal Planning Officer (MPO), establishment of a Municipal Planning Tribunal and the selection of an Appeal Authority.

The Emnambithi/Ladysmith Municipality with regards to the recommendations of RDLR has complied with their recommendations therefore by the 1<sup>st</sup> July 2015 there shouldn't be any challenges with the implementation of SPLUMA. As a way forward the Municipality will adopt and gazette the draft

### 8.1.4 DEFINITION AND PURPOSE OF SCHEME

The KwaZulu-Natal Guidelines for the Preparation of Schemes defines a scheme as:

*a tool used by a municipality to guide and manage development according to the vision, strategies and policies of the Integrated Development Plan and Spatial Development Framework, and in the interest of the general public to promote sustainable development and quality of life.*

Further to the guidelines, the primary aim of the Emnambithi/Ladysmith Municipality Scheme is to create coordinated, harmonious and sustainable development, in a way that promotes health, safety, order, amenity convenience

and general welfare, as well as efficiency and economy in the process of development.

As indicated above, the scheme divides a municipal area into zones and regulates the use of land and buildings on the one hand, and the nature, extent and texture of development on the other.

Emnambithi/Ladysmith Municipality scheme will therefore:

- Indicate what may or may not occur on particular areas of land.
- Provide land use certainty and boost investor confidence.
- Promote amenity, efficient land use practice and reserve land for essential services.
- Resolve conflict between different land uses and control negative externalities.
- Enable mix of convenient land usage, efficient movement processes and promote economic development.
- Protect natural and cultural resources and land with high agricultural production potential.

- Provide for public involvement in land management decision processes.
- Provide for sound local regulation and enforcement procedures.
- Accord recognition to indigenous and local spatial knowledge, land use practices land allocation practices.
- Facilitate social justice and equitable regulation of contested spaces.
- Reserve land for future uses where the need for location and extent is not certain at present.

The scheme will establish a single regulatory land use management systems that can be applied uniformly throughout the municipality. It will give effect to the spatial development framework and the integrated development plan of a municipality.

#### 8.1.5 SCHEME APPROACH

The ELM is a complex spatial system with land uses ranging from high intensity urban uses through largely informal peri-urban and dense rural settlements to low density expansive commercial farmlands. A wall-to-wall scheme should cover all these areas, and provide certainty to land users and land

development applicants irrespective of location. The municipality will develop a comprehensive scheme with a range of zones some of which may not apply in less developed areas. The following broad categories will be used in developing the scheme:

- Urban which includes all areas that fall within the urban edge as delineated in this SDF- These areas will have formal schemes.
- Areas that are subject to the Sub-division of Agricultural Land Act, Act No. 70 of 1970- These areas will have a rural policy that will guide land use allocations when application are lodged with the municipality.
- Rural settlements located on communal land, state land and/or privately owned land- peri-urban areas not subjected to Act 70 of 70 will have schemes established for these areas..

Land use policies will be developed to guide land use management on agricultural land and rural settlements. **The process will be completed by 2015**, draft schemes and draft rural policy has been presented to the municipality.

**Attached are zoning categories for the scheme areas and categories for the rural policy.**

#### 8.1.6 THE LINK BETWEEN THE SDF AND A SCHEME

The relationship between broader Strategic Planning (Spatial development frameworks) and the preparation of Schemes is central to ensuring consistent and thorough decision-making around land use management and change. This relationship ensures that land use decisions do not contradict larger policy goals. Thus, the Scheme is used to enforce the broader policies contained in the municipality's Integrated Development Plan (IDP) and Spatial

Development Framework (SDF) at a property level. The IDP and SDF guides development, and thus inform the preparation and management of land use in terms of the Scheme. The following two points are noted:

- firstly, capacity to interpret strategic objectives correctly in land use decision-making is essential; and
- secondly, a spatial planning system that allows for the translation of strategic objectives into land use decision-making is required.

Current and anticipated legislation implies that Schemes can be formulated directly from the SDF prepared as part of an IDP. In practice, however, there is a tendency towards a gap between these two levels of planning, especially in larger

municipalities. A set of Linking Elements enabling a smoother transition between the SDF and the Scheme has therefore been proposed, and included in this Guideline.

These elements could form part of the SDF, or stand-alone as a separate plan or set of plans. It is important to note the following concerning the relationship between the Spatial Development Framework, Scheme and Linking Elements:

- The three components (SDFs, Linking Elements and Schemes) go hand-in-hand, where SDFs give strategic direction; the Linking Elements provide quantification, more detailed spatial plans and operational and institutional guidance; and the Schemes provide the statutory basis for land use decision-making.
- The relationship between these three components is reciprocal, and not necessarily hierarchical. Implementation of one component is not necessarily dependent upon the completion of another.
- Together SDFs, Linking Elements and Schemes should provide the holistic means for representative, informative and rational land use decision-making to occur. This system provides an opportunity for sectoral integration at all three levels of planning. Bearing in mind

the long-term development vision of the IDP, the municipal SDF has been developed and proposed the following development goals:

- To create a spatial environment that promotes and facilitates economic growth and development.
- To facilitate the development of sustainable human settlements across the continuum.
- To promote sustainable development and enhance the quality of the natural environment.
- To regionally integrate and strengthen the role of the ELM Land Use Proposals and Use Zones APPLICABLE TO rural areas within the district and beyond.





### 8.1.7 ZONING AND MANAGEMENT OVERLAYS

Each zoning and Management area will identify by way of a statement of intent the following in order to ensure that it is linked back to the IDP and spatial development framework:

A detailed statement of its intention and even for specified areas (transitions area, CBD, etc.);

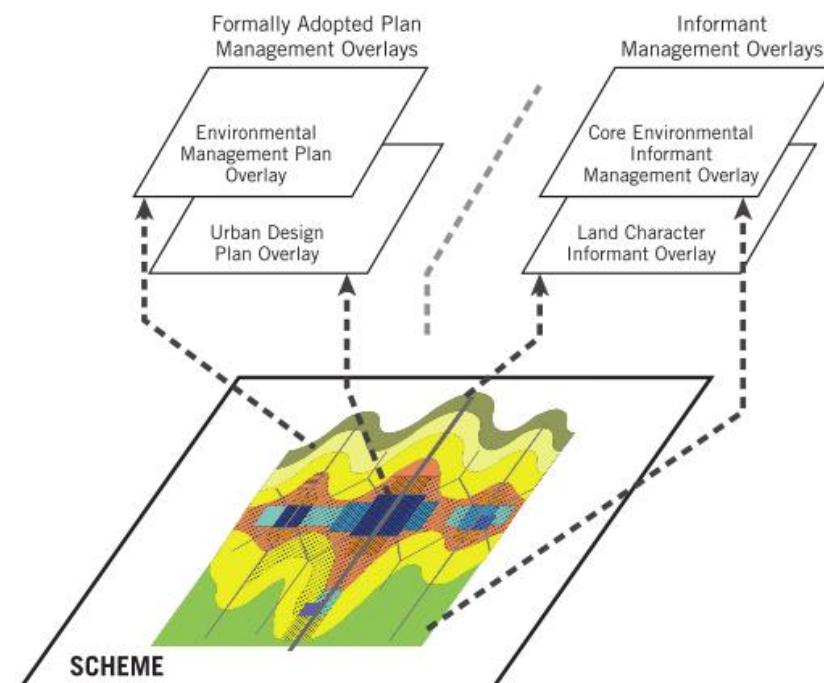
Type and intensity of development that shall be permitted or encouraged, and even for a particular area;

Determines  
how any  
current or  
future  
development  
shall be  
phased; and

Provides for  
the inclusion  
of specific  
urban design  
criteria.

Management  
areas are land

that is deemed to require a level of special treatment (additional development controls and/or providing of guidance) over and above that provided by an underlying zoning. These areas will be indicated as an overlay to the land use scheme map, with



area boundaries clearly demarcated. Management areas can also refer to single properties.

Management areas usually require the imposition of a further set of development controls for existing zonings (management plans), in addition to the normal controls for the relevant zoning. Management Area Plans will contain the fine detail of how a management area will be developed and implemented. These may include the following:

vision and/ or policy statements

general and/or generic guidelines

specific schematic plans

Detail plan/ Master Plan/ Micro Spatial Frameworks.

FIGURE 4: SCHEME AND OVERLAYS

In the above regard, management plans can indicate areas of economic development such as development corridors, tourism routes, industrial development zones, areas around dams and rivers, urban design, historical precincts, areas of environmental importance, informal trading areas etc.

#### **8.1.8 DEVELOPMENT PARAMETERS / SCHEME CONTROLS**

The Municipality will manage development within each zone through a series of development parameters or Scheme controls relating to each zone. Conventionally, development parameters set out the maximum development permitted on a site. However, they may also be used to set out the desirable or minimum development allowed. The development parameters set out the uses within each zone that are:

**Freely permitted:** This category includes land uses that are considered compatible with the surrounding land uses and which may be permitted by the municipality. A building plan is often sufficient in this regard.

**Development Permit:** This category includes compatible and/or ancillary uses considered low impact uses that require limited procedural mechanisms for consideration. The procedure usually involves obtaining written consent from the neighbours or community consent. If a municipality considers that the impact of the proposed use may have a significant impact on the surrounding area, Special Consent Use Permit may be required. A municipality may impose conditions in granting a Development Permit.

**Special Consent (Permit) Use:** This category includes ancillary uses that might have a more intrusive impact and may require

special conditions to protect the amenity of the area or mitigate the impact of the proposed use.

Prohibited Uses: This category includes land uses which are incompatible with the surrounding land uses, and which a municipality is precluded from considering.

## **8.2 THE AMALGAMATION OF EMNAMBITHI/LADYSMITH MUNICIPALITY AND INDAKA MUNICIPALITY**

In 2011, the Municipal Demarcation Board in terms of Section 21, Municipal Demarcation Board (Act 27 of 1998) initiated the process of redetermination of municipal boundaries. This process resulted in the Emnambithi/Ladysmith Municipality and Indaka Municipality being amalgamated. The amalgamation will come into effect in 2016.

This will result in the municipalities being merged into one municipality after having dissolved both municipalities. This process has serious implications for the municipalities and its operations as the restructuring process needs to be appropriately planned for by both municipalities and hence interim measures were established.

As instructed by Cogta the Ladysmith and Indaka Municipalities have been complying with the stipulations of Section 14(5) notice in regards to the restructuring process which requires political and technical change management committees to tackle the following critical issues:

1. Section 4 (2) (a) the transfer of staff from the disestablished Municipalities to the new or amalgamated municipalities, as well as the filling of vacancies during the transitional period.
2. (2)(b) the acquisition and disposal of assets with a value exceeding R 500 000.00
3. (2)(i) The negotiating and approval of long term loans and the utilization of reserves.

The above issues are being attended to by both Municipalities through the CMC committee established by the uThukela district Municipality which sits every fourth night. Through these committees critical aspects such as infrastructure services are acknowledge in identifying what is the backlog of the Indaka Municipality and how it will be addressed along with expansion of other services such as professionals to operate on both ends of the new KZN 238 New Municipality. These measures have been efficient in guiding the transition to be smooth during the

restructuring process assuring that there are no negative connotations. In preparation for the merger councils now need to consider naming the new municipality, integrating, budgets, IDPs, SDFs, policies, budget, human resource, valuation rolls, SDBIPs etc. Only a limited budget has been allocated to facilitate such.

In terms of long term spatial planning the amalgamation means that the SDFs now need to reflect what will be happening in future as per the new municipality. This SDF has considered such but not to the level desirable as a new SDF will drafted in the new financial encompassing both municipalities.

### 8.3 REDETERMINATION OF WARD BOUNDARIES

The MEC of COGTA has charged the Municipal Demarcation Board (MDB) with demarcation of the new Municipal Boundaries as well as the Local Municipal Wards. The Ladysmith Municipality has been part and parcel from the beginning of the process of demarcating wards by the MDB with the initial stakeholder consultation by the MDB outlining the process when restructuring the wards according to the new MDB criteria and legislation. The demarcation of the wards has given municipalities an actual chance to shape their own spatial space with the knowledge of the social environmental and

economic dynamics at a community level being part of the decision making.

The norms determined by the Minister of COGTA for the Emnambithi and Indaka Municipality are as follows :

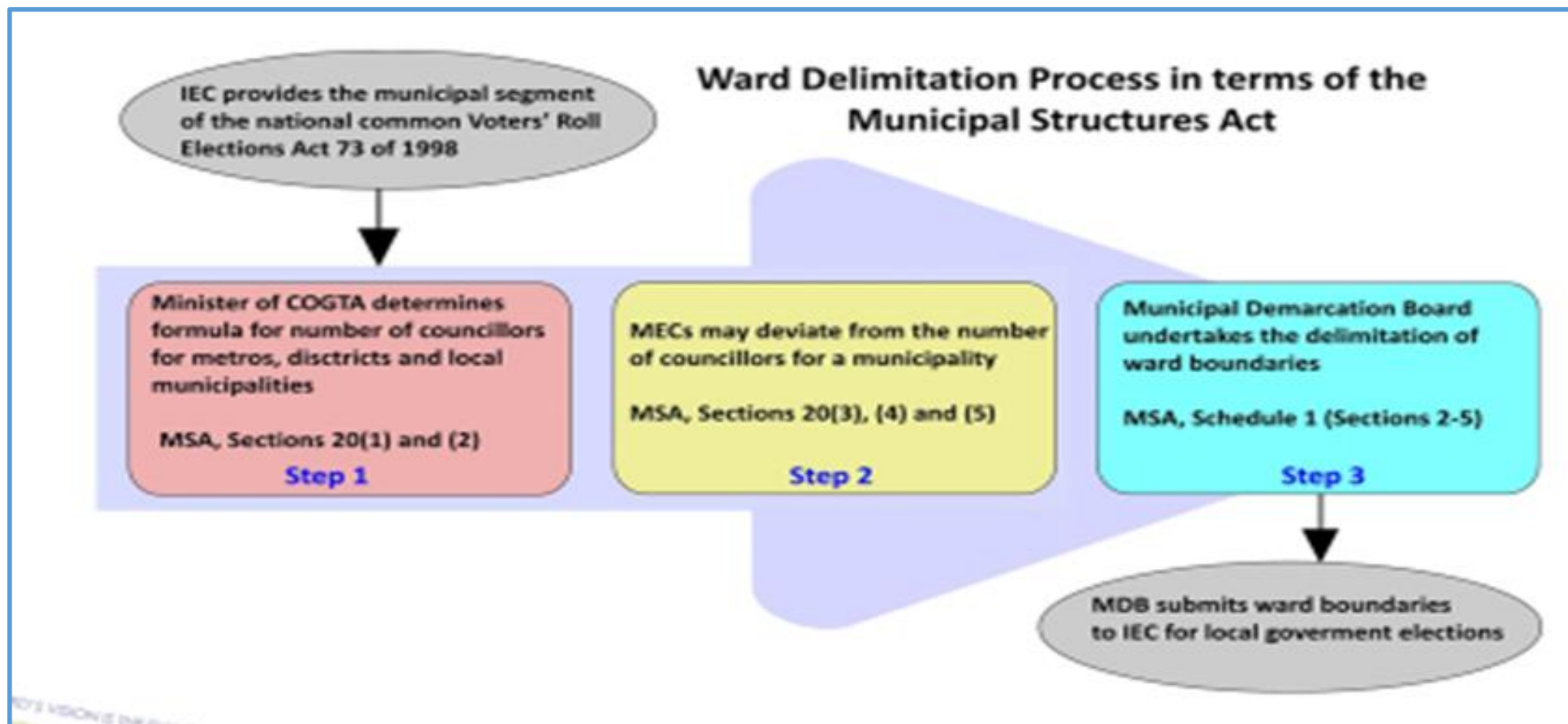
Norm= 4317

Min norm=3669

Max norm=4965

A maximum variation of 15% from the norm is allowed which results in the maximum and the minimum norms as boundaries for the number of registered voters in a legal ward.

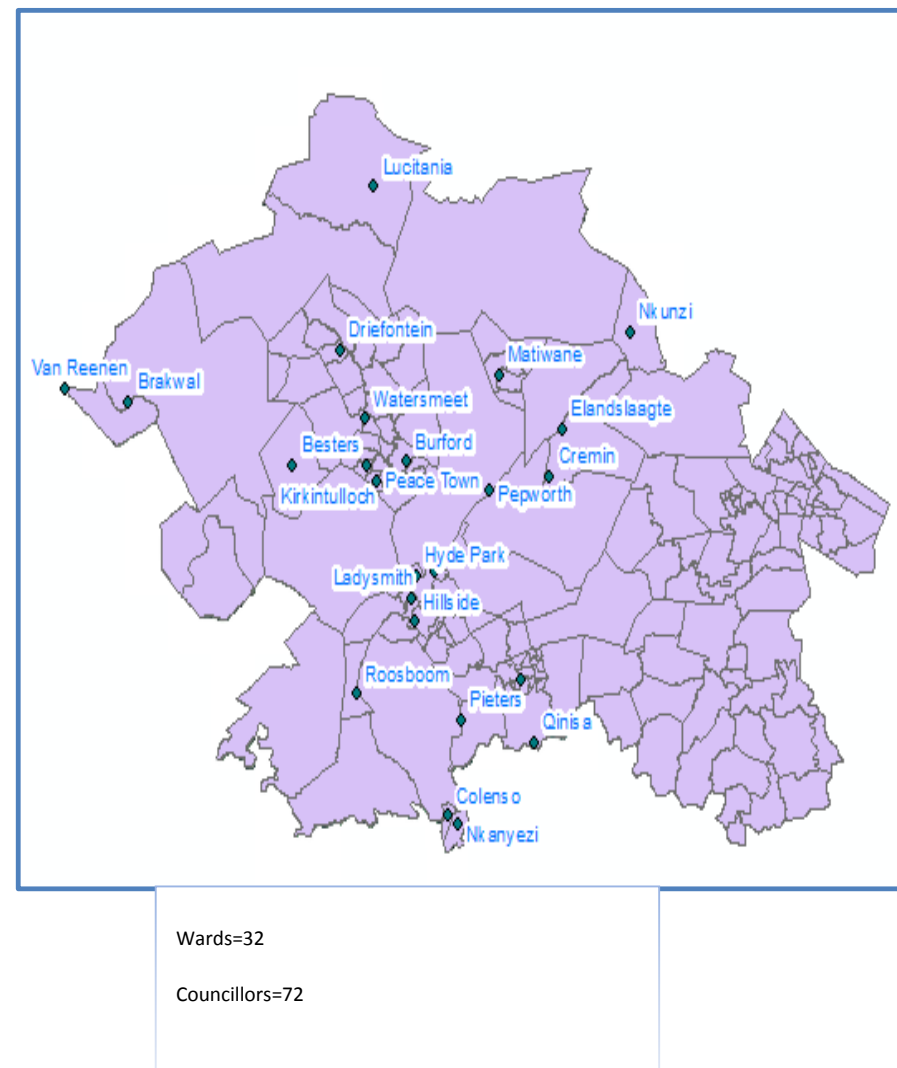
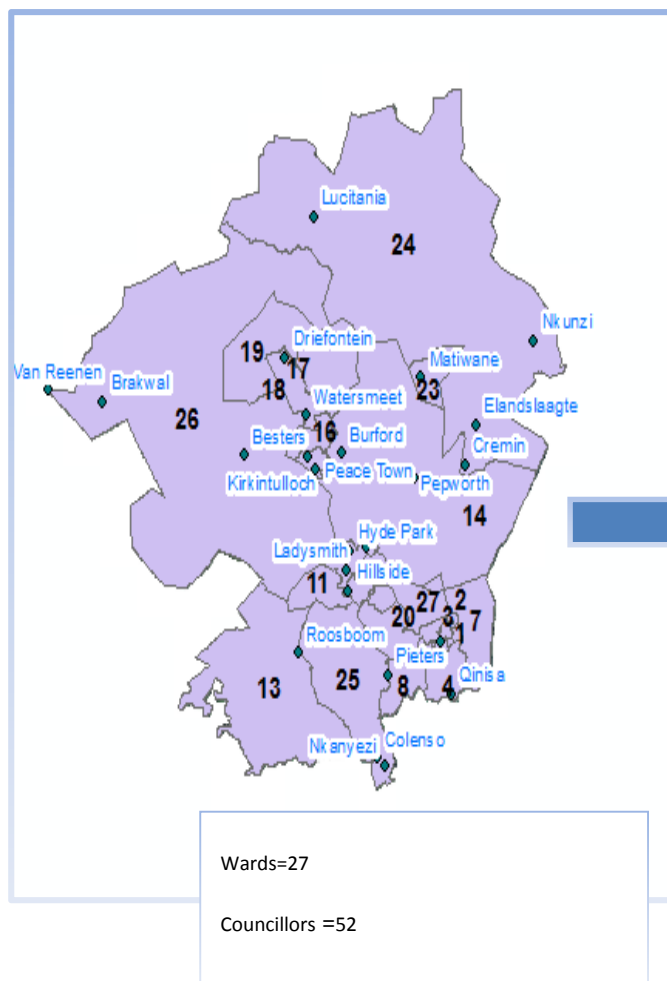
When constructing a ward the number of voters per ward needs to be kept as close as possible to the norm.



The above criteria have been used by the Emnambithi and Indaka Municipalities in shaping the proposed wards subjected to the MDB approval. The alternative proposal draft ward maps for the Emnambithi/Ladysmith and Indaka Municipalities have been drafted and submitted to the Municipal demarcation board on the 23 of March as stipulated in the circulars as the dead line which is step 3 in ward delimitation Process. The MDB will deliberate and give verdict on the approvals or rejections through the Provincial Gazette which will be issued according to the MDB Schedule. After the first publication there will be two weeks of reviewing the approved proposal wards demarcations by the Municipalities .this will give all municipalities a chance to appeal in the two weeks that follow the Provincial Gazette. The MDB will then make final amendments and hand over the new ward demarcation to the IEC in preparation for the 2016 Local Government Elections.

After the whole process of demarcation of wards the New KZN 238 Municipality will have 32 Wards and 72 councillors to govern the new regime which will require restructuring of the operation procedures within the both Municipalities.





#### 8.4 STRATEGIC INFRASTRUCTURE PROJECTS (SIP)

The Presidential Infrastructure Co-ordinating Commission (PICC) launched a National Infrastructure Development Plan (NIDP). This NIDP consists of 18 Strategic Integrated Projects or better known as the SIP's. Each SIP comprise of a large number of specific infrastructure components and programmes. The SIPs cover a range of economic and social infrastructure. All nine provinces are covered, with emphasis on poorer provinces.

The ELM is affected by SIP2 which is Durban -Free State - Gauteng Logistics and Industrial Corridor.

##### SIP2 PROJECT OBJECTIVES

Strengthen the logistics and transport corridor between SA's main industrial hubs;

- ❖ Improve access to Durban's export and import facilities;
- ❖ Raise efficiency along the corridor
- ❖ Integrate the currently disconnected industrial and logistics activities

- ❖ Integrate marginalised rural production centres surrounding the corridor that are currently isolated from the main logistics system

##### KEY DEVELOPMENTAL COMPONENTS OF SIP 2

- ❖ The Port of Durban
- ❖ Strategic secondary developments along the Corridor
- ❖ The Durban – Gauteng Road Corridor
- ❖ The Durban – Gauteng Rail Corridor
- ❖ Strategically located hubs and terminals
- ❖ The Port of Durban
- ❖ Strategic secondary developments along the Corridor

The municipality is strategically located mid-way between Gauteng and Durban, so the municipality will benefit from the strategic developments aimed at being located along the corridor and as well as rail infrastructure upgrade and proposed multi-product pipe line between Durban and Gauteng to expand pipe line capacity and replace the existing pipe line that has reached the end of its economic life.

## 8.5 GEOGRAPHICAL NAMING AND RENAMING OF STREETS AND PUBLIC PLACES

Geographical naming and renaming of streets and public features within the jurisdiction of the Emnambithi/Ladysmith municipality

The Merge of the Two Municipalities has come at a critical point within the Municipality as it has embarked on the renaming process of geographical features as well as street names and the new name of the New Merged Municipality. The initial processes have begun between the two municipalities through the uThukela district CMC Committee in determining the new name of the Municipality before the 2016 Local government Elections. There are also internal committees established such as the Emnambithi Municipality Geographical Naming and Renaming of Streets and Public Features Committee which meets on a regular on discussing the best approach in having a successful, transparent proses to the public in renaming of Geographical feature ,streets and the New Name of the Municipality . .

The current status of affairs with the renaming process is at the infant state where councillors have agreed to submit the proposed names that are to be changed within the CBD and that of each ward. The procedure to be followed has been to engage communities through the IDP community meetings which included the SDF, MDB and Geographical Naming and Renaming of Streets and Public Features. The IDP community meetings have been concluded and proposals of the proposed changes have been submitted and are to be verified in terms of the completeness of the application forms. The result of the meetings established a priority list which including the New Municipality's name as well as naming of the town and other facilities. According to the guidelines provided by the Arts and Culture Department and COGTA the amalgamation process should be done in unism to reach a consensus between the TWO Municipalities of Indaka and Emnambithi/Ladysmith Municipality. To achieve the above a council resolution is expected from both Municipalities proposing the new name of the Municipality which will be discussed in a co-sitting meeting between Indaka and Emnambithi /Ladysmith Municipality where the council will vote on the name to be adhered to applying the principles of democracy. If the above fails and there is a deadlock the matter will be taken for public voting by the community. Once these processes have been completed

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successfully there will a common factor that these two Municipalities will be working as one as the foundation has been established in cohesion.

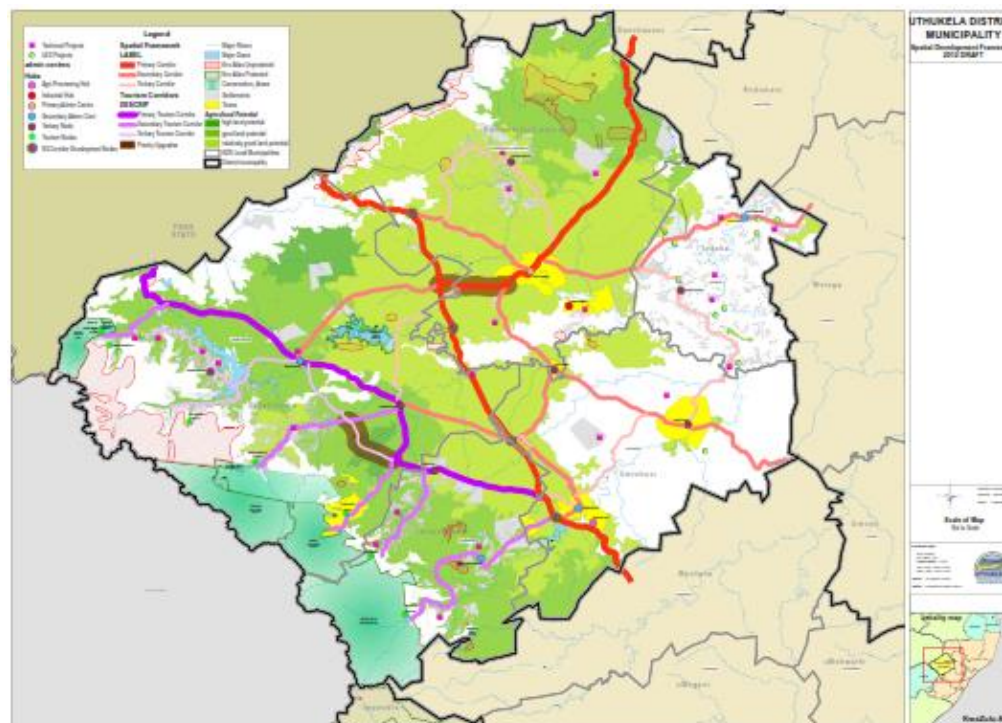
## **8.6 ALIGNMENT WITH THE NEIGHBOURING MUNICIPALITIES**

The ELM is not an island, but part of a larger system of local governance and regional economy. It is influenced and also influences development in the neighbouring areas. Therefore, it is critically important to maintain alignment with spatial planning for the neighbouring municipalities in a manner that facilitates cross-boundary planning and development. Cross-border planning issues have become more prevalent and significant. The main focus is on strategic or shared development issues that would benefit from a joint approach, and engaging with the relevant neighbouring authorities to explore joint working potential

### 8.6.1 UTHUKELA DISTRICT MUNICIPALITY

Significant cross-boundary issues between the UThukela District Municipality and the ELM are as follows:

- Both SDFs identifies Ladysmith town as the primary node or commercial and administrative hub of the region. Initiatives to develop this further should be supported by both institutions with UTDM focusing mainly on infrastructure upgrading while the ELM will focus mainly on forward planning and improving the aesthetic character of the town.
- The significance of the N3 and the N11 as national/provincial corridors that runs through the district and the ELM. The N11 corridor provides huge opportunities for mixed land use development.
- Large and dense rural settlements and peri-urban settlements should be identified in the district SDF as priority areas for infrastructure development and upgrading.
- Agricultural land of varying potential which is under threat from settlement, unsustainable land reform practices, land degradation, etc. Given the scarcity of agricultural land and relative decline of the agricultural sector in the district economy, there is a need for a comprehensive strategy for an effective management of agricultural land.



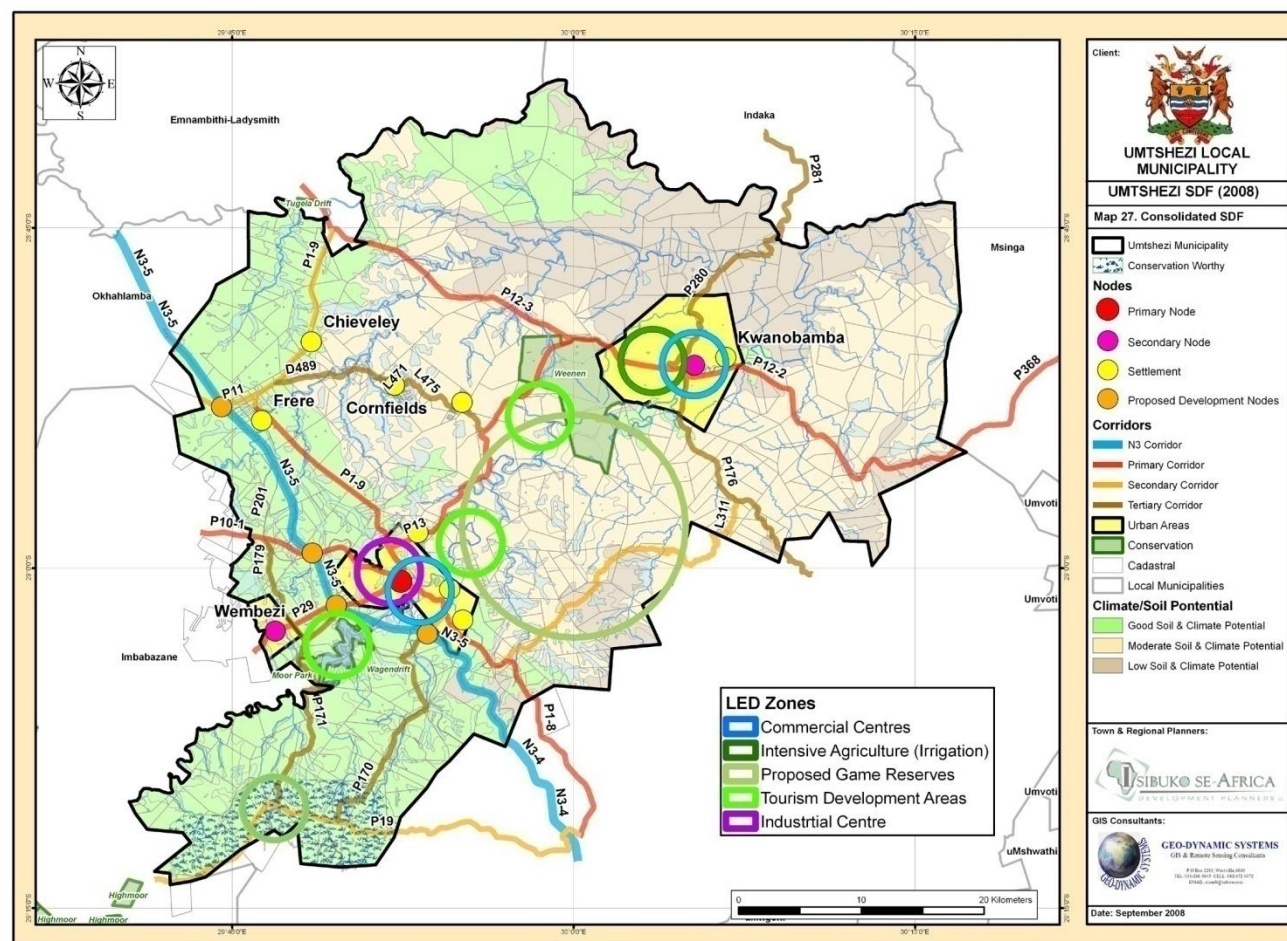


- The Environmental Management Framework that is being developed for the district will provide an overarching framework for effective environmental management, catchment management, green corridors and balance between development and environmental management.

### 8.6.2 UMTSHEZI MUNICIPALITY

Umtshezi Municipality is located to the south of the ELM. Estcourt is the main economic hub in Umtshezi. Strategic cross-boundary planning issues between Umtshezi and the ELM include the following:

- Colenso town/settlement is located at the boundary of the two areas. The town is expanding mainly on the Umtshezi Municipality side.
- Management of agricultural land given the prevalence of game farming along the boundary between the two municipalities.



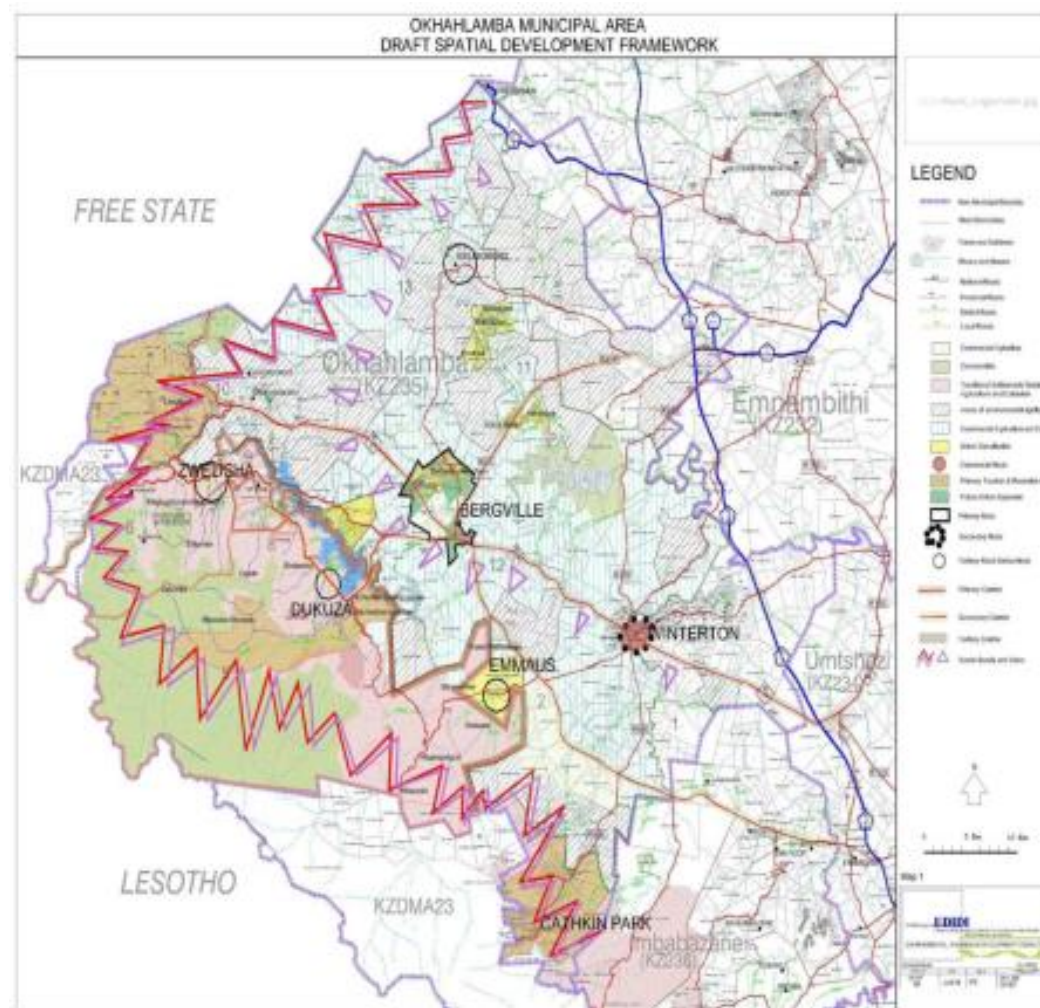


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- Management of River Systems with UThukela River being the boundary between the two municipalities.
  - Functional linkages between Ladysmith and Estcourt, Colenso and Weenen.

### 8.6.3 OKHAHLAMBA LOCAL MUNICIPALITY

Okhahlamba Local Municipality (OLM) is located to the west of the ELM. It includes the UKhahlamba-Drakensburg Park (UDP) which is a world heritage site and a prime tourist destination. Strategic cross-boundary spatial planning issues between the ELM and OLM are as follows:

- Functional linkages between the UDP and battlefields Route in terms of tourism products and activities.
- Catchment management with some of the rivers that runs through the EML rising from the mountains in the OLM.
- R616/N11 Corridor which links the towns of Bergville and Ladysmith, and the tourist destinations such as the UDP and the Battlefields Route.
- N3 Corridor which almost serves as the boundary between the two municipalities. Opportunities are abound for mixed land use development at key intersections.

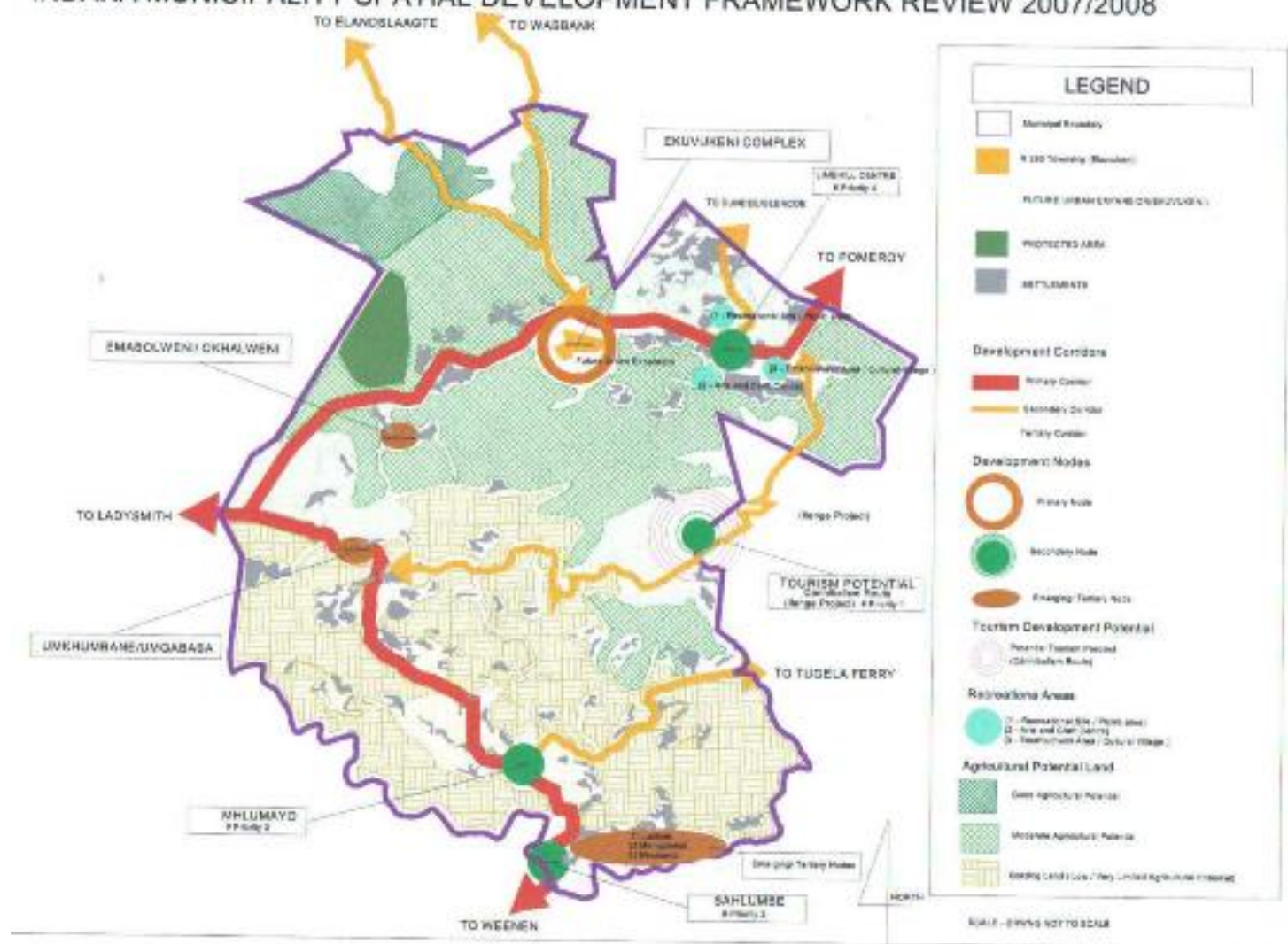


# INDAKA MUNICIPALITY SPATIAL DEVELOPMENT FRAMEWORK REVIEW 2007/2008

## 8.6.4 INDAKA LOCAL MUNICIPALITY

INDAKA LOCAL MUNICIPALITY IS LOCATED TO THE EAST OF THE ELM, AND ALSO FORMS PART OF THE UTM.

Strategic cross-boundary spatial planning issues between the two municipalities relates mainly to the management of agricultural land taking into account the impact of the land reform programme, containing outward expansion of the dislocated settlements, and functional linkages between Ladysmith and Ekuvukeni/Limehill.



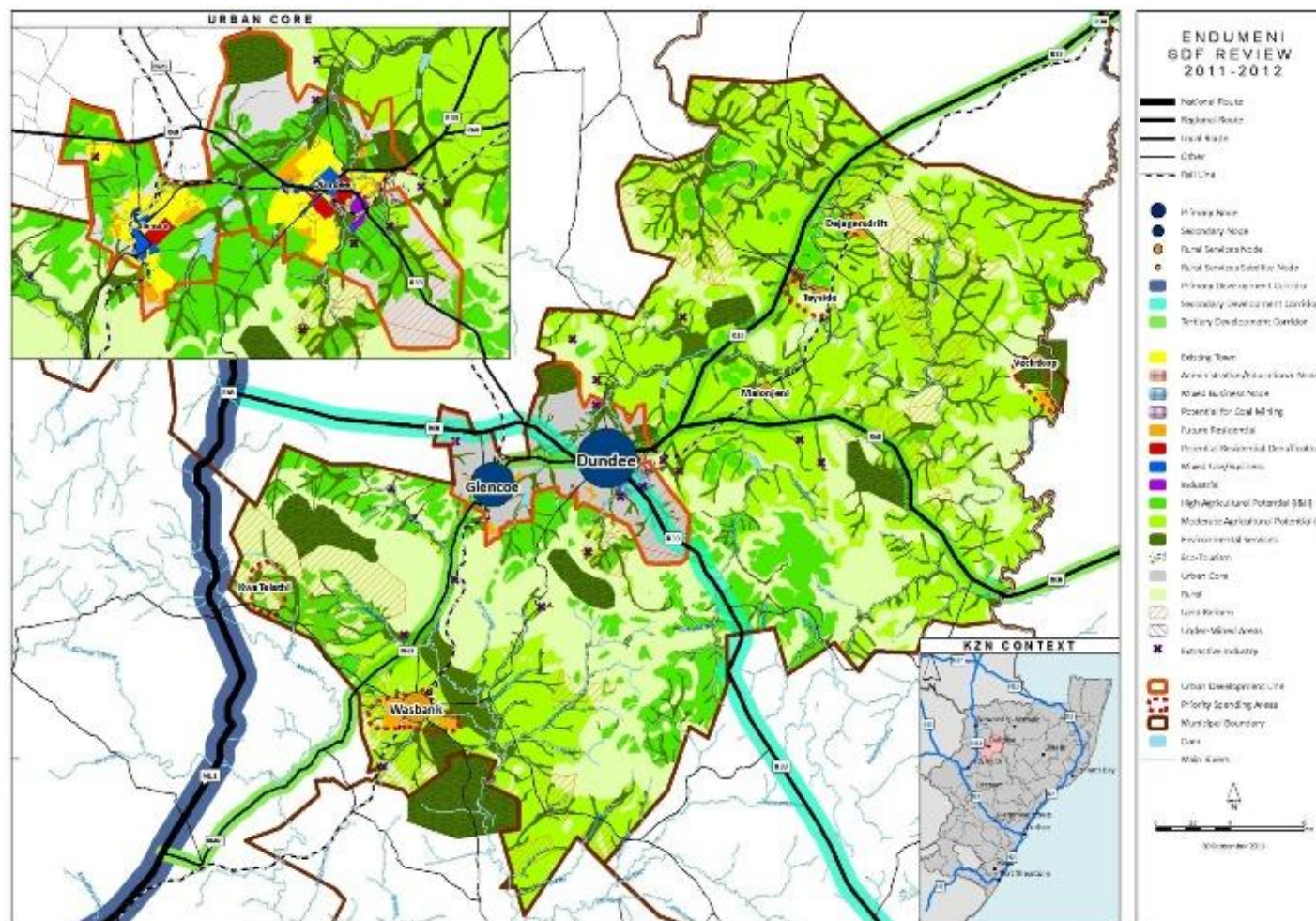


### 8.6.5 ENDUMENI LOCAL MUNICIPALITY

Endumeni Local Municipality is located to the north-east of the ELM. It forms part of UMzinyathi District Municipality.

Strategic spatial planning issues between the two municipalities include the following:

- Agricultural corridor running from Elandslagte through Nkunzi to Dundee.
- Management of high potential agricultural land from the northeast of the ELM to Endumeni.
- Expansion of settlements in the Nkunzi area to the western parts of Endumeni.



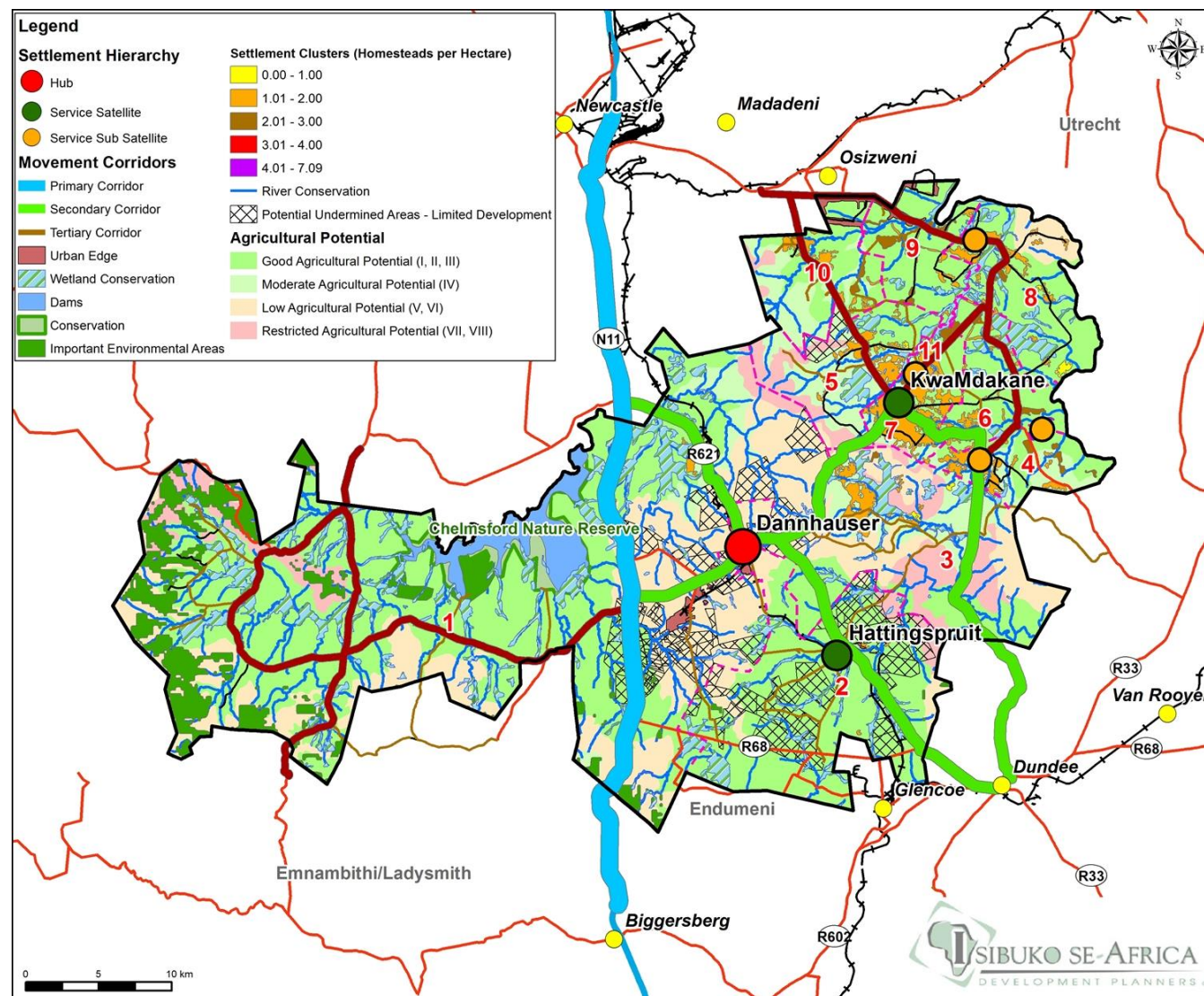
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- Battlefields tourism route products and activities.

### 8.6.6 DANNHAUSER LOCAL MUNICIPALITY

DANNHAUSER LOCAL MUNICIPALITY IS LOCATED TO THE NORTH OF THE ELM. IT FORMS PART OF AMAJUBA DISTRICT MUNICIPALITY.

Strategic spatial planning cross-boundary issues between the two municipalities include the following:

- Development along the N11 corridor which runs through both municipalities in north-south direction.
- Management of high potential agricultural and
- Management of the escarpment as bio-diversity corridor and a source of a number of major provincial rivers.





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- Functional linkages between Dannhauser and Ladysmith.

## 8.7 MONITORING AND EVALUATION FRAMEWORK

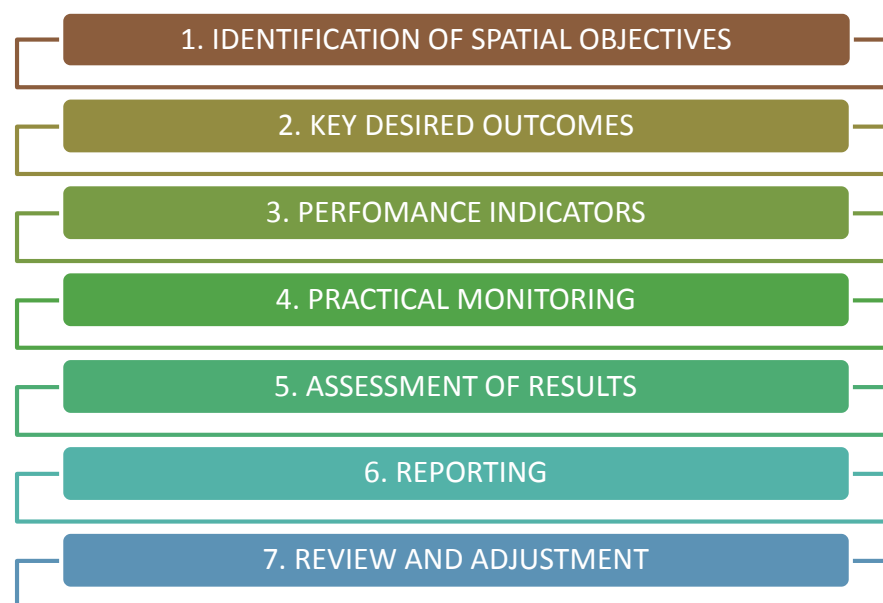
### 8.7.1 SPATIAL MONITORING APPROACH AND PROCESS

Monitoring, evaluation, reporting and adaptive management are widely recognised as fundamental components for effective municipal planning. This often takes the form of a Performance Management System (PMS), and forms an integral part of the IDP. Similarly, monitoring and evaluation of the impact of the SDF should not be considered as a once-off and separate exercise, but a continuous and iterative process that forms part of the overall assessment of the performance of the municipality. It helps to identify aspects or components of the SDF that need to be amended or strengthened, and thus keeps the SDF relevant to the strategic spatial agenda of the municipality.

Monitoring and evaluation is a fundamental management tool to document environmental impacts, both natural and anthropogenic, and assess the effectiveness of management actions. Monitoring performance is also becoming a more important task in order to know what whether what is being done is efficient, effective and equitable. Without evaluation against objectives, spatial planners and managers will lack the

necessary evidence-based feedback to learn from, and improve upon the spatial development approaches.

FIGURE 5: MONITORING AND EVALUATION PROCESS



As indicated on Figure 5 above, evaluating the impact of the SDF seeks to establish whether its operational mechanisms support achievement of the objectives or not and understand why. It will look at activities, outputs, and outcomes, use of resources and causal links. Improve efficiency and efficacy of operational processes. Where possible and necessary, it will

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measure changes in outcomes (and well being of target population) attributable to a specific intervention. It will inform high-level officials on extent to which intervention should be continued or not, and if any potential modifications needed.

**8.7.2 STRATEGY 1: IMPROVING ACCESS AND MOVEMENT**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
N2 and N11 National Development Corridors	<ul style="list-style-type: none"> <li>Nodal development at strategic points along each of these corridors.</li> <li>National/provincial initiatives along the corridors.</li> <li>National and provincial support to tourism and agriculture.</li> </ul>	National and provincial government initiatives.	The national and provincial governments will initiate projects that give effect to the corridor concept along the N3 and the N11.
Primary development corridor	<ul style="list-style-type: none"> <li>Number, size and character of projects located along the primary development corridor.</li> <li>New developments along the corridor.</li> <li>Level of access and ease of movement between Ladysmith and other urban centres.</li> </ul>	Municipal IDP and budget.	The municipality will focus most of the capital expenditure in areas located along the primary corridors.
Secondary development corridors	<ul style="list-style-type: none"> <li>Number, size and character of projects located within settlements located along these corridors.</li> <li>Level of spatial linkage and integration between different settlements.</li> <li>Number and character of nodes located along these corridors</li> </ul>	Municipal IDP and budget.	The municipality will focus most of the capital expenditure in areas located along the primary corridors.
Tertiary corridors	<ul style="list-style-type: none"> <li>Access and ease of movement within settlements.</li> <li>Number and character of nodes located along these corridors</li> </ul>	Municipal IDP and budget.	Community development projects will be located along these corridors.
Mixed use corridors	<ul style="list-style-type: none"> <li>Corridor development plan.</li> <li>Extent and nature of the mixture of located along the corridor.</li> </ul>	Municipal IDP and budget.	Major developments intended to integrate Ezakheni with Ladysmith will be located along this corridor.

**8.7.3 STRATEGY 2: FACILITATING DEVELOPMENT OF A SYSTEM OF INVESTMENT AND SERVICE NODES**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Primary node	<ul style="list-style-type: none"> <li>Amount of capital spent on Ladysmith per annum.</li> <li>CBD regeneration and extension.</li> <li>Amount of additional land released and developed for industrial and commercial uses per annum (up-take of industrial and commercial space).</li> <li>Up-take of residential space and number of high density developments per annum.</li> <li>Number of tourism projects in Ladysmith.</li> </ul>	Municipal budget SDBIPs Town Planning Register Buildings Plans	The municipality will facilitate the location of municipal-wide initiatives in Ladysmith.
Secondary nodes	<ul style="list-style-type: none"> <li>Regeneration and redevelopment of Colenso.</li> <li>Development of Ezakheni towns centre.</li> <li>Design and development of Driefontein Complex Node.</li> <li>Design and development of Matiwane Complex Node.</li> <li>Number, nature and budgets for municipal projects in each of these nodes.</li> <li>Level of access and location of public facilities serving different communities in these nodes.</li> </ul>	Municipal budget SDBIPs Town Planning Register Buildings Plans	The municipality will facilitate the location of initiatives that benefits a group or cluster of communities in secondary nodes.
Tertiary node	<ul style="list-style-type: none"> <li>Establishment of a tertiary node within settlements.</li> <li>Number, nature and budgets for municipal projects in each node.</li> </ul>	Municipal budget SDBIPs Town Planning Register	The municipality will facilitate the location of projects that benefits a community within tertiary nodes.

	<ul style="list-style-type: none"> <li>Level of access and location of low order public facilities in these nodes.</li> </ul>	Buildings Plans	
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#### 8.7.4 STRATEGY 3: PROMOTING A CONTINUUM OF SETTLEMENT CLUSTERS

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Urban settlements	<ul style="list-style-type: none"> <li>All new developments will occur within the urban edge which will also serve as a service delivery line – urban compaction.</li> <li>Urban renewal initiatives.</li> <li>Packaging and implementation of EURP.</li> <li>Number and nature of green field development – urban infill.</li> </ul>	IDP Budget SDBIP	The municipality will develop systems and procedures for effective urban management.
Peri-urban settlements	<ul style="list-style-type: none"> <li>Upgrading and formalization of peri-urban settlements.</li> <li>Percentage reduction in the number of new informal settlements.</li> <li>Settlement taking place in an orderly and planned fashion.</li> </ul>	IDP Budget SDBIP	The municipality will facilitate upgrading and formalization of peri-urban settlement into urban settlements.
Dense rural settlements	<ul style="list-style-type: none"> <li>Release of land for housing development.</li> <li>Land tenure upgrading.</li> <li>Settlement plans.</li> <li>Containment of outward expansion.</li> </ul>	IDP Budget SDBIP	The land owners will release land for housing development and land tenure upgrading.
Scattered rural settlements	<ul style="list-style-type: none"> <li>Agricultural development.</li> <li>Management of grazing land.</li> <li>Consolidation of settlement into agri-villages.</li> </ul>	IDP Budget	Scattered rural settlements will be developed into agri-villages.



	<ul style="list-style-type: none"> <li>Structured engagement with DRDLR.</li> </ul>	DRDLR Programme of action	
Settlement clusters	<ul style="list-style-type: none"> <li>Cluster approach to the management of settlements, particularly where land reform is involved.</li> <li>Local area plans for different clusters.</li> <li>Settlement plans.</li> </ul>	IDP Budget SDBIP	Local area plans will be prepared for different settlement clusters.

#### 8.7.5 STRATEGY 4: PROMOTING COMPACT DEVELOPMENT

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Urban edge	<ul style="list-style-type: none"> <li>Percentage reduction in urban capital expenditure outside of the urban edge.</li> <li>Location of new urban settlements within the urban edge.</li> <li>Upgrading of informal and peri-urban settlements.</li> </ul>	IDP HSP SDBIP	The municipality will not approve urban development located outside of the urban edge.
Settlement edge	<ul style="list-style-type: none"> <li>Stakeholder agreement on settlement edges.</li> <li>Percentage reduction in rural capital expenditure outside of the settlement edge.</li> <li>Development of sustainable human settlements.</li> </ul>	IDP HSP SDBIP	The municipality will facilitate mapping of all settlements within its area and delineation of lines beyond which settlements may not expand.
Densification	<ul style="list-style-type: none"> <li>Detailed densification strategy.</li> <li>Review of the scheme to provide for densification.</li> <li>Number and location of infill developments.</li> <li>Percentage increase in the number of sub-divisions.</li> </ul>	IDP HSP SDBIP	The municipality will develop and implement a densification strategy with clear targets for densification.

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	<ul style="list-style-type: none"><li>Percentage increase in the number of higher density developments.</li></ul>		
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**8.7.6 STRATEGY 5: URBAN DEVELOPMENT PRIORITY AREAS**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Ezakheni	<ul style="list-style-type: none"> <li>Joint programme with Ithala Bank.</li> <li>Percentage increase in occupancy rate in Ezakheni Industrial Estate.</li> <li>Klip River urban agriculture project.</li> <li>Number of informal settlements upgraded.</li> <li>Redesign Ezakheni Town Centre.</li> <li>Implementation of NDPG projects.</li> </ul>	IDP Budget SDBIP	The municipality will raise funds for the comprehensive planning and upgrading of Ezakheni Township.
Colenso Town	<ul style="list-style-type: none"> <li>Length of road upgraded and rehabilitated.</li> <li>Nkanyezi Township renewal.</li> <li>Uptake of industrial land.</li> </ul>	IDP Budget SDBIP	Colenso has potential to develop into an agricultural node.
Ladysmith Town	<ul style="list-style-type: none"> <li>CBD extension node.</li> <li>Downtown area upgraded.</li> <li>Open space system</li> <li>Regeneration strategy.</li> <li>Steadville Township renewal</li> </ul>	IDP Budget SDBIP	Ladysmith Town needs upgrading and further development in order to perform its function efficiently and effectively.
Urbanization Areas	<ul style="list-style-type: none"> <li>Formalization of Roosboom, St Chads, etc.</li> <li>Development of Ladysmith –Ezakheni (P32) Corridor.</li> </ul>	IDP Budget SDBIP	There is a need to plan for urbanization in the ELM.



### 8.7.7 STRATEGY 6: DEVELOPING SUSTAINABLE HUMAN SETTLEMENTS

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Land release	<ul style="list-style-type: none"> <li>Size and location of land released for new housing projects.</li> <li>Land release and acquisition strategy</li> </ul>	HSP IDP	The municipality and private sector will release land for housing development.
Slums clearance	<ul style="list-style-type: none"> <li>Identification and mapping of informal settlements.</li> <li>Informal settlement management policy.</li> <li>Informal settlement upgrading and eradication strategy.</li> <li>Informal settlements upgraded or eradicated per annum.</li> <li>Housing budget spent on informal settlement upgrading.</li> <li>Mixture of housing typologies.</li> </ul>	HSP IDP	The municipality would like to eradicate all slums in the area by 2014.
Rural housing	<ul style="list-style-type: none"> <li>Number and location of new rural housing projects.</li> <li>Strategic link between settlement planning and rural housing.</li> <li>Number of people with secured land tenure rights.</li> </ul>	HSP IDP	Rural housing will be implemented mainly in dense rural settlements.
BNG Projects	<ul style="list-style-type: none"> <li>Location of new low cost housing projects.</li> <li>Number of new housing opportunities within a walking distance to Ladysmith.</li> </ul>	HSP IDP	The municipality will initiate new green field projects to address housing backlog.
Other housing products	<ul style="list-style-type: none"> <li>Size and location of land for gap housing.</li> <li>Size and location of land for social housing.</li> <li>Number of social and gap housing projects.</li> <li>Restructuring zones.</li> </ul>	HSP IDP	The municipality will facilitate implementation of gap and social housing.





**8.7.8 STRATEGY 7: BULK INFRASTRUCTURE DEVELOPMENT**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Sanitation	<ul style="list-style-type: none"> <li>All settlements within the urban edge have waterborne sewer.</li> <li>All dense rural settlements are provided with lined pit latrines.</li> <li>Upgrading of sewer works in Ezakheni and Ladysmith to accommodate new developments.</li> <li>Peri -urban settlements are provided with waterborne sewer as part of the upgrading programme.</li> </ul>	WSDP IDP Budget	The municipality will facilitate provision of sanitation as part of the development of sustainable human settlements.
Water	<ul style="list-style-type: none"> <li>All settlements within the urban edge have water onsite.</li> <li>All dense rural settlements are provided with communal standpipes within 200m.</li> <li>Upgrading of water infrastructure to accommodate new development.</li> </ul>	WSDP IDP Budget	The municipality will facilitate provision of water as part of the development of sustainable human settlements.
Electricity	<ul style="list-style-type: none"> <li>Percentage increase in the number of households within the urban edge that are connected to the grid.</li> <li>Percentage increase in the number of households within the dense rural settlements that are connected to the grid.</li> <li>Percentage increase in the number of households in scattered rural settlements receiving alternative forms of power.</li> </ul>	IDP Budget ESKOM	The municipality will facilitate provision of electricity as part of the development of sustainable human settlements.



**8.7.9 STRATEGY 8: IMPROVING ACCESS TO SOCIAL FACILITIES**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Health	<ul style="list-style-type: none"> <li>All households access a health facility within a 5km radius.</li> <li>Number and location of new health facilities.</li> <li>Weakly mobile clinics in tertiary nodes.</li> </ul>	Department of Health	Health facilities will be provided in accordance with the relevant planning standards.
Meeting Spaces	<ul style="list-style-type: none"> <li>Community hall for each settlement.</li> <li>Civic centre upgrading</li> </ul>	IDP Budget	All communities will have access to a hall.
Education	<ul style="list-style-type: none"> <li>Primary school for every 600 households.</li> <li>Secondary school for every 1200 households.</li> <li>Primary school within 3km radius from each household.</li> <li>Secondary school within 5km radius from each household</li> </ul>	IDP Budget Department of education	Education facilities will be provided in accordance with the relevant planning standards.
Cemeteries	<ul style="list-style-type: none"> <li>All cemetery sites meet the requirements from DWA and the Department of Agriculture, Environmental Affairs and Rural Development.</li> <li>Closure of all non-compliant cemeteries.</li> </ul>	IDP Budget	New cemeteries will be developed in accordance with the relevant regulations.
Waste sites	<ul style="list-style-type: none"> <li>Weakly waste collection within the urban edge.</li> <li>Waste collection centres within each dense rural settlement.</li> <li>Location and accessibility of a landfill site.</li> </ul>	IDP Budget	Waste removal and disposal will be undertaken in accordance with the relevant regulations.

**8.7.10 STRATEGY 9: PROMOTING RURAL AND AGRARIAN REFORM**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Emerging farmer settlement	<ul style="list-style-type: none"> <li>• Number and location of LRAD projects</li> <li>• Quality of land for small farmer settlement.</li> <li>• Number and location of PLAS projects.</li> <li>• Number of land reform projects receiving post-settlement support.</li> <li>• Cluster approach to land reform implementation.</li> <li>• Percentage increase in agricultural land registered in the name of black people.</li> </ul>	DRDLR DAEARD	The municipality will support developmental land reform.
Land tenure upgrading	<ul style="list-style-type: none"> <li>• Number of labour tenants and ESTA cases resolved.</li> <li>• Number and location of new agri-villages.</li> <li>• Number and location of settlements that are receiving land tenure upgrading.</li> <li>• Number of land owners benefiting from title adjustment.</li> </ul>	DRDLR	Land tenure upgrading in the rural areas is required in order to unlock land for settlement purposes.

**8.7.11 STRATEGY 10: PROMOTING LOCAL ECONOMIC DEVELOPMENT**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Tourism	<ul style="list-style-type: none"> <li>• Functional integration with the UDP and Battlefields Route.</li> <li>• ELM tourism route.</li> <li>• Number of tourism facilities and products located in previously disadvantaged areas.</li> <li>• Township tours</li> </ul>		
Agriculture	<ul style="list-style-type: none"> <li>• Location and extent of land reserved for agriculture only.</li> <li>• High impact agriculture in dense rural settlements.</li> <li>• Irrigation scheme along the Klip River and UThukela River.</li> <li>• Urban agriculture</li> </ul>		
Commerce and industry	<ul style="list-style-type: none"> <li>• Percentage increase in industrial land.</li> <li>• Percentage increase in commercial land.</li> <li>• Uptake of commercial land in townships and dense rural settlement.</li> <li>• Regeneration of Colenso CBD.</li> <li>•</li> </ul>		

**8.7.12 STRATEGY 11: ENVIRONMENTAL MANAGEMENT**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
Catchment management	<ul style="list-style-type: none"> <li>Catchment management programme.</li> <li>Participation in national catchment management initiatives.</li> </ul>	EMF DWA	The municipality will collaborate with relevant government departments to promote environmental management and sustainable development.
Range management	<ul style="list-style-type: none"> <li>Application of carrying capacity standards to grazing land management.</li> </ul>	DAEARD	
Alien plant management	<ul style="list-style-type: none"> <li>Amount of land cleared of alien plants.</li> <li>Programme to remove alien plants.</li> </ul>	EMF DWA	
Conservation through production	<ul style="list-style-type: none"> <li>Initiatives to rehabilitated land affected by soil erosion.</li> <li>Protection of indigenous forestry.</li> </ul>	EMF DAEARD	
Protected area development	<ul style="list-style-type: none"> <li>Proclamation of environmentally sensitive areas that are not currently protected.</li> </ul>	EMF DAEARD	
Wetland management	<ul style="list-style-type: none"> <li>Delineation of all major wetlands.</li> <li>Observation of a 32m buffer from each wetland.</li> </ul>	EMF	
Biodiversity zones	<ul style="list-style-type: none"> <li>Management of bio-diversity corridors.</li> <li>Environmental overlays.</li> </ul>	EMF	



**8.7.13 STRATEGY 12: MANAGEMENT OF AGRICULTURAL LAND**

KEY PERFORMANCE AREAS	KEY PERFORMANCE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTION
High potential agriculture	<ul style="list-style-type: none"> <li>Size and use of high potential agricultural land.</li> <li>Scheme clauses designed to protected high potential agricultural land.</li> </ul>	IDP LED	The municipality will not allow non-agricultural uses on high potential agricultural land.
Good agricultural potential agriculture	<ul style="list-style-type: none"> <li>Size and use of good potential agricultural land.</li> <li>Scheme clauses designed to protected good potential agricultural land.</li> </ul>	IDP LED	The municipality will allow a limited number of non-agricultural uses on high potential agricultural land.
Low agricultural potential land	<ul style="list-style-type: none"> <li>Size and use of low potential agricultural land.</li> <li>Scheme clauses designed to protected low potential agricultural land.</li> </ul>	IDP LED	The municipality will permit non-agricultural uses on low potential agricultural land.

## 8.8 STRATEGIC SPATIAL PLANNING PROJECTS

PROJECT NAME	PROJECT DESCRIPTION	BUDGET ESTIMATE	MEDIUM TERM EXPENDITURE FRAMEWORK		
			2012/13	2013/14	2014/15
P32 Corridor Development Framework	Preparation of a framework plan for the development of P32 as a mixed land use development corridor.	R550 000,00			
Ladysmith Town Development Framework	Preparation of a plan to guide future development of Ladysmith	R650 000,00			
Steadville Township Regeneration Plan	Preparation of a Plan to guide urban renewal initiatives in Steadville.	R350 000,00			
Land Audit and updating of cadastral data	Undertaking detailed land audit and updating of cadastral data.	R1 000 000,00			
ELM Scheme	Preparation of a wall-to-wall scheme in terms of the SPLUMA.	R1 300 000.00			
Western Areas Local Area Plan	Preparation of a LAP covering areas to the south of Driefontein Complex.	R400 000,00			

PROJECT NAME	PROJECT DESCRIPTION	BUDGET ESTIMATE	MEDIUM TERM EXPENDITURE FRAMEWORK		
			2012/13	2013/14	2014/15
Southern Areas Local Area Plan	Preparation of a LAP covering Roosboom and areas to the south thereof.	R400 000,00			
Ezakheni Industrial Area Precinct Plan	Preparation of a precinct plan for the area in the vicinity of Ezakheni Industrial Area.	R300 000,00			
Urban Open Space System	Development of a GIS based urban open space system	R700 000,00			
CBD Extension Precinct Plan	Preparation of a plan to guide future expansion of the CBD southwards and northwards.	R400 000,00			
New aerial photographs	Taking new aerial photographs for the whole of the ELM.	R1 500 000,00			
Contour lines for the built-up areas	Development of 0.5m interval contour lines for the built-up areas	R1 500 000,00			
Mapping of settlements	Delineation of settlement boundaries using new aerial photographs.	R400 000,00			

PROJECT NAME	PROJECT DESCRIPTION	BUDGET ESTIMATE	MEDIUM TERM EXPENDITURE FRAMEWORK		
			2012/13	2013/14	2014/15
Preparation of settlement plans	Preparation of plans to guide future development and allocation of land within each settlement.	R350 000,00 per settlement plan			

## 8.9 CATALYSIC COMMERCIAL PROJECTS

The Emnambithi/Ladysmith Municipality during its strategic workshop for the 2014/2015 financial year has resolved to mitigate the stagnant growth of the municipality by introducing catalytic projects that are aimed at reviving the stagnant economy of the town and restore the municipality's role as an economic hub for the Uthukela region. Catalytic projects are intended to stimulate economic growth and expansion of the Emnambithi/ Ladysmith Municipality which will intern have ripple effect for the region at district at large. There are a number of programmes that are in place in order for the municipality to grow its economy thereby the livelihoods of its residents. The municipality has geared its resources in order for the municipality to positively gain on the proposed Strategic Infrastructural Projects (SIP2), the By-pass to the town of Ladysmith, the amalgamation of the municipality with Indaka Municipality and varies catalytic projects within the municipality. These projects will ensure that the Emnambithi/ Ladysmith Municipality reaches its long term vision of creating a prosperous city.

This is to be achieved by:-

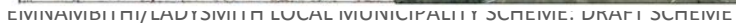
- The implementation of the strategically located projects,
- The development of infrastructure ,

- 
- attracting investment and
  - Coordinated and integrated approach to development

## AERODROME DEVELOPMENT

The first catalytic project that the municipality has resolved to concentrate on and try and assist anyway possible is the Aerodrome Mixed Use Development and the development of the Aerodrome to a regional Airport in line with the proposed Cable Car in the Drakensberg Mountains and the establishment of the Ladysmith as a regional transport node. The municipality has rescinded its decision to sell the Aerodrome and currently are in a communication with the “Crack Team” in order for the Aerodrome to be further developed to a regional Airport taking into account that Ladysmith is centrally located between Durban and Johannesburg, the municipality is located in close proximity to the world heritage site the Drakensburg Mountains, the municipality is traversed by two major corridors that are of national significance the N11 and N3 corridor and also the availability of infrastructure within Ladysmith (rail, road, and airport related). To support the development of the Aerodrome a juxta mix of land uses are proposed around the current Aerodrome which include:

- ❖ Mixed housing projects
- ❖ Commercial
- ❖ Hotel
- ❖ Eco-Estate
- ❖ Educational
- ❖ Light Industrial





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## EXTENSION 15 DEVELOPMENT

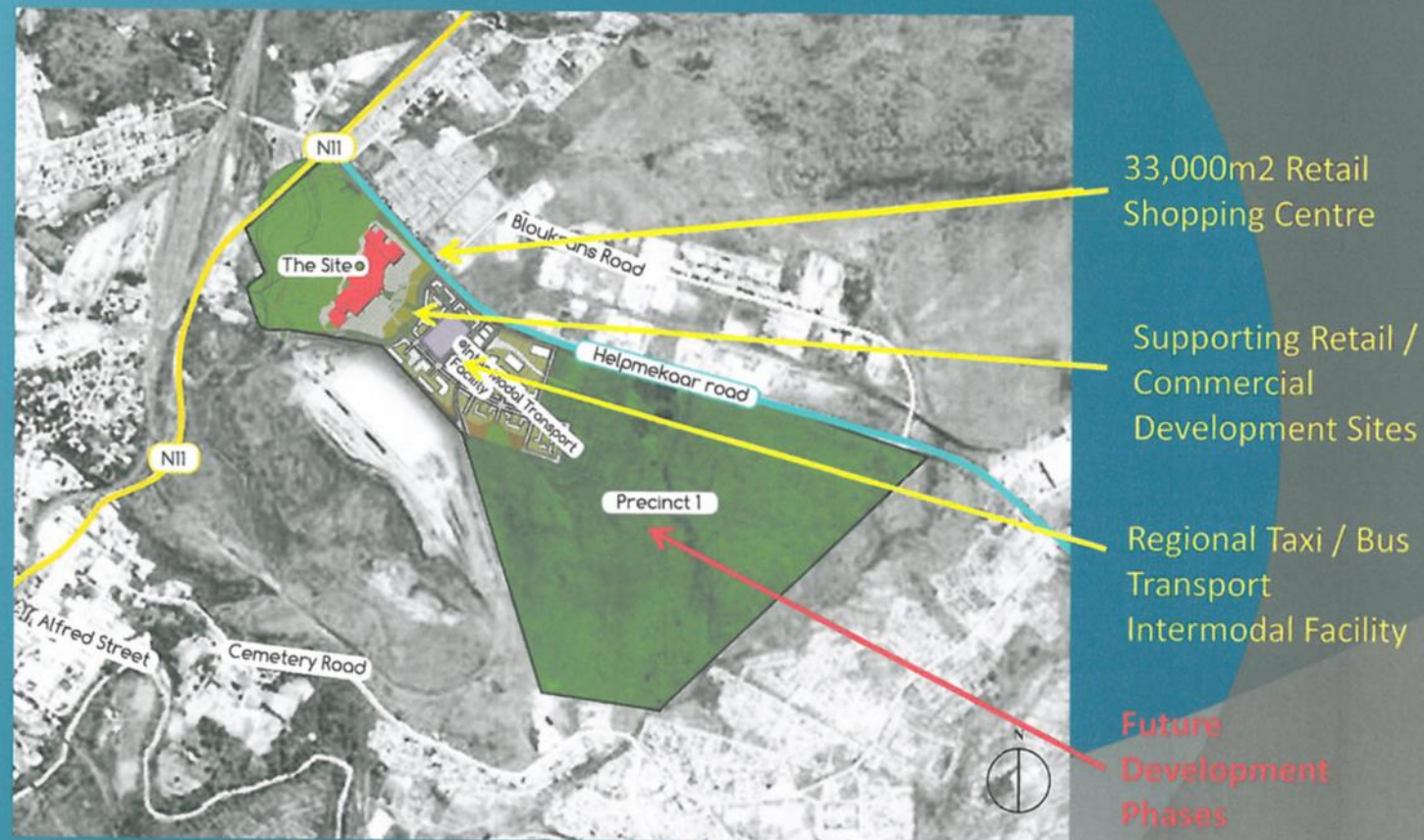
The municipality soled large tracks of land along Helpmakaar Road to Mystic Blue for the development of the Ladysmith Mall and ancillary uses. This is a phased out development with the

Ladysmith Mall- Phase 1

Supporting developments- Phase 2:

- ❖ Commercial
- ❖ Retail
- ❖ Housing

## PHASE 1 OF EXTENSION 15 DEVELOPMENT LADYSMITH MALL AND SUPPORTING DEVELOPMENT



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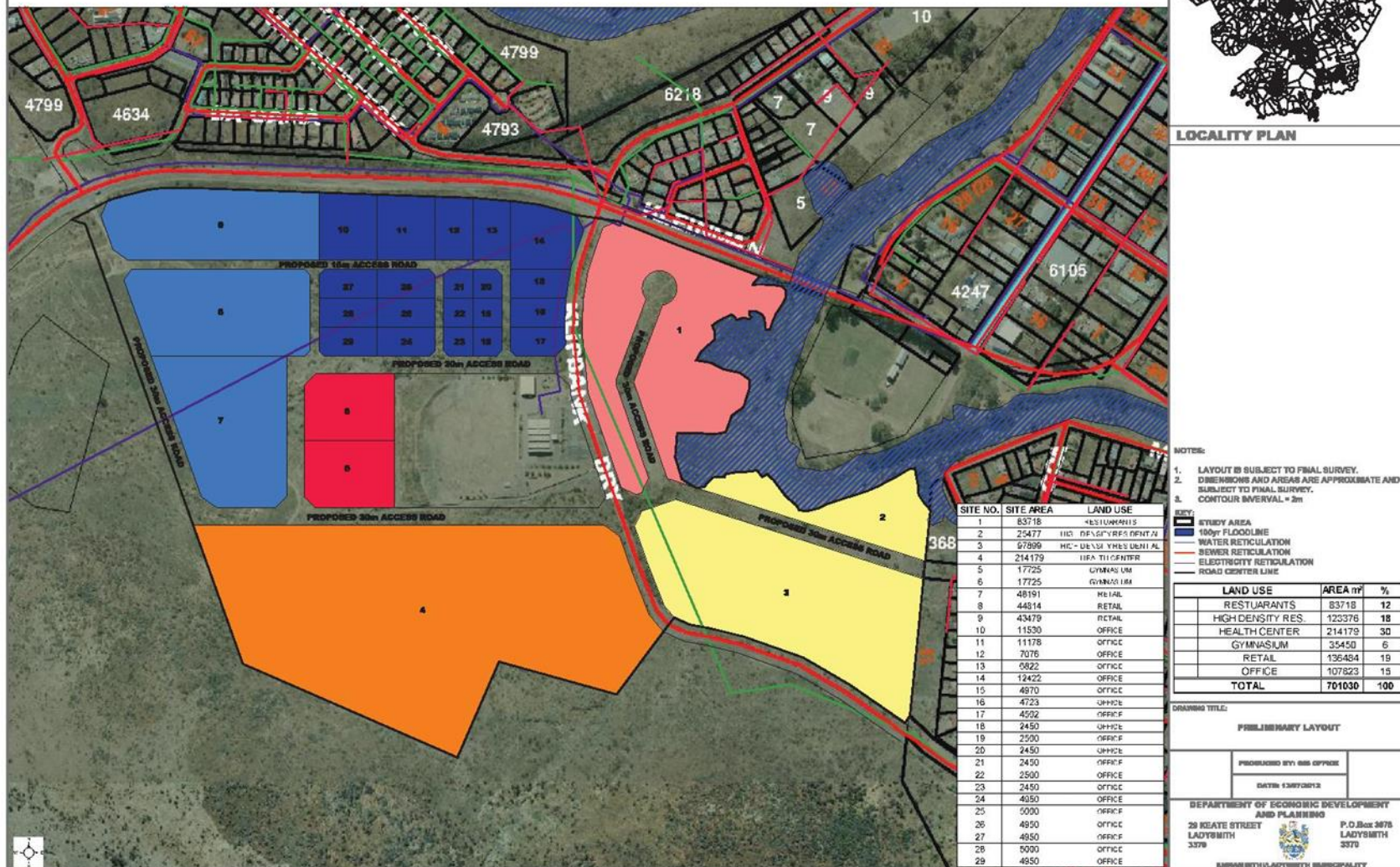
## INDOOR SPORTS COMPLEX DEVELOPMENT

Mixed use development comprising of a juxta mix of:-

- ❖ High Density Residential
- ❖ Retail
- ❖ Offices
- ❖ Health Care Centre
- ❖ Gymnasium
- ❖ Restaurants



# PRELIMINARY LAYOUT



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## LADYSMITH INTERMODAL FEEDER PORT

The sustainability of this R100 million Projected Medium Term Project

- Transnet PX Goods Warehouse in Ladysmith replacement value > R 1 billion, yet unutilised.
- Substantial opportunity to increase rail traffic as a result of:
  - Transnet Market Demand Strategy ('road-to-rail') due to significant congestion and cost of services in Durban
  - Road related fatalities on N3 (project to save 25 fatalities and millions of Rand p.a. on average at inception)
  - Increase traffic control in Ladysmith by controlling goods flow to Durban Port and value-added offering
  - Introducing the first South African Metal's Exchange and Bonded Warehouse service.
  - Proximity to the N3 (NATCOR – 4000 trucks a day) and N11 (1000 trucks a day).
  - Competitive cost for freight services on rail.
- The LIFP projects will create over 200 new employment opportunities with more than 1000 indirect jobs in the first year of existence.
- Local community to benefit from significant spin-offs i.e. accommodation, trucking services, beneficiation and manufacturing.







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## DUNLOOP INTEGRATED HOUSING DEVELOPMENT

To yield approximately 4 000 units

Comprising of a mix of:

- ❖ Low Cost Housing
- ❖ Community Rental units
- ❖ Social Housing

## NPA DEVELOPMENT

Airports have become key nodes in global production and enterprise systems offering them speed, agility, and connectivity. They are also powerful engines of local economic development, attracting aviation-linked businesses of all types to their environs. These among others, include time-sensitive manufacturing and distribution facilities; hotel, entertainment, retail, convention, trade and exhibition complexes; and office buildings that house air-travel intensive executives and professionals.

In an attempt to tap into the above mentioned advantages, the Town Planning Section has designed a layout for the area adjacent to the Aerodrome, which will house land uses that will complement the Aerodrome. The vision for the area is to create a cohesive development to act as a catalyst to the developments around the Aerodrome. The area is strategically located along the N11, at the entrance of the town, within the proposed Aerodrome development and in close proximity to the Aerodrome. The site is approximately 92 hectares. The proposed development houses Offices, Retail, Light Commercial, High Impact Residential (Gated Community), Private Hospital, Light Industrial, Hotel and a Conference Centre .



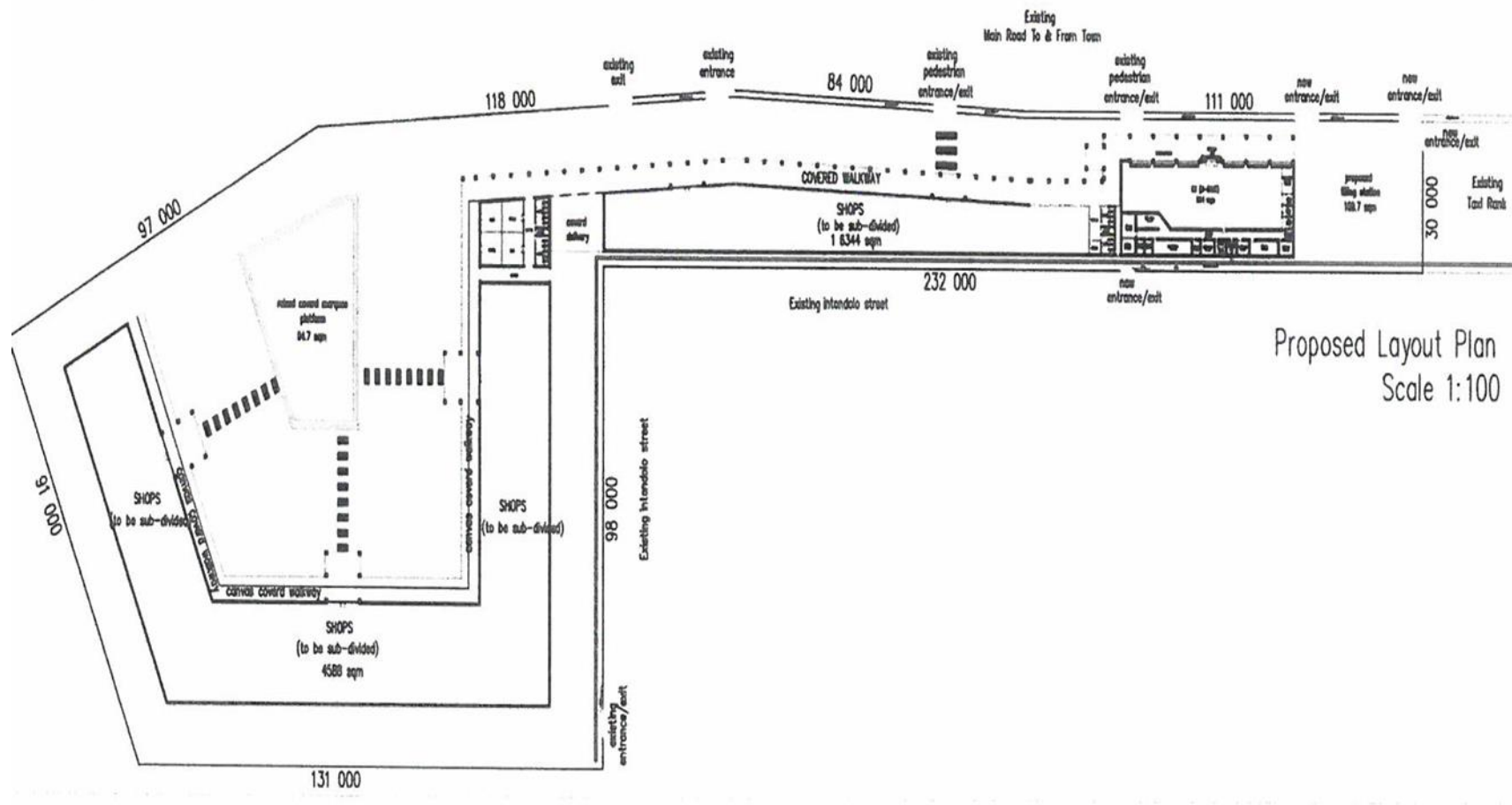
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## ERF 3 DEVELOPMENT

### Neighbourhood Shopping Facility

Comprises of:-

- ❖ Neighbourhood supermarket,
- ❖ Franchise Restaurants,
- ❖ Petrol Filling Station (with ATM, car wash, convenience store and franchised take away restaurant),
- ❖ Medical Centre and
- ❖ Pharmacy and Clothing Store



## OBSERVATION PARK PHASE 2 AND EASTGATE

Two separate catalytic projects known as **OBSERVATION PARK PHASE 2**, situated on Portions of the Farm Danse Kraal No. 1020 and **EASTGATE**, situated on Remainder of Portion 246 of the Farm Danse Kraal No. 1020, which are to be developed by Ntokozweni Developers.

Two thirds of South Africa's population now live in urban areas, and Ladysmith is likewise experiencing rapid urbanisation through population growth and an influx of people seeking economic and employment opportunities. The town of Emnambithi / Ladysmith faces challenges with overcoming historical apartheid spatial legacy, and it is also experiencing constant growth and development, such that there is little suitable land for residential and mixed-use development within the town boundaries. The two project nodes are ideally situated to accommodate the envisaged development proposals, and are the most logical areas for urban expansion. Furthermore, these two nodes are very suitable for development, on account of the highly suitable nature of the terrain, as well as having the huge advantage of the availability of existing bulk services, comprising water, sanitation, electricity and accessibility from major roads.

Observation Park Phase 2, is a logical expansion of the highly successful developments of the first phase of Observation Park and the Mkamba Gardens housing developments, within which more than 600 middle-income housing opportunities have been provided, and for which Ntokozweni Developers were awarded the NHBRC Homebuilder of the year award on three occasions. Observation Park Phase 2 will provide approximately 200 middle-income housing opportunities at a relatively low to medium density, together with the provision of suitable open spaces.

Eastgate, is a proposed mixed-use integrated development node, which has the potential to yield over 2000 residential units, providing for inclusionary housing, as well as middle and upper income housing. In line with present housing and development policy and legislation, the envisaged housing types will range from fully subsidised to partially subsidised, (FLISP), through to fully bonded housing opportunities, as well as rental units. The development will provide appropriate ranges of residential densities, also in line

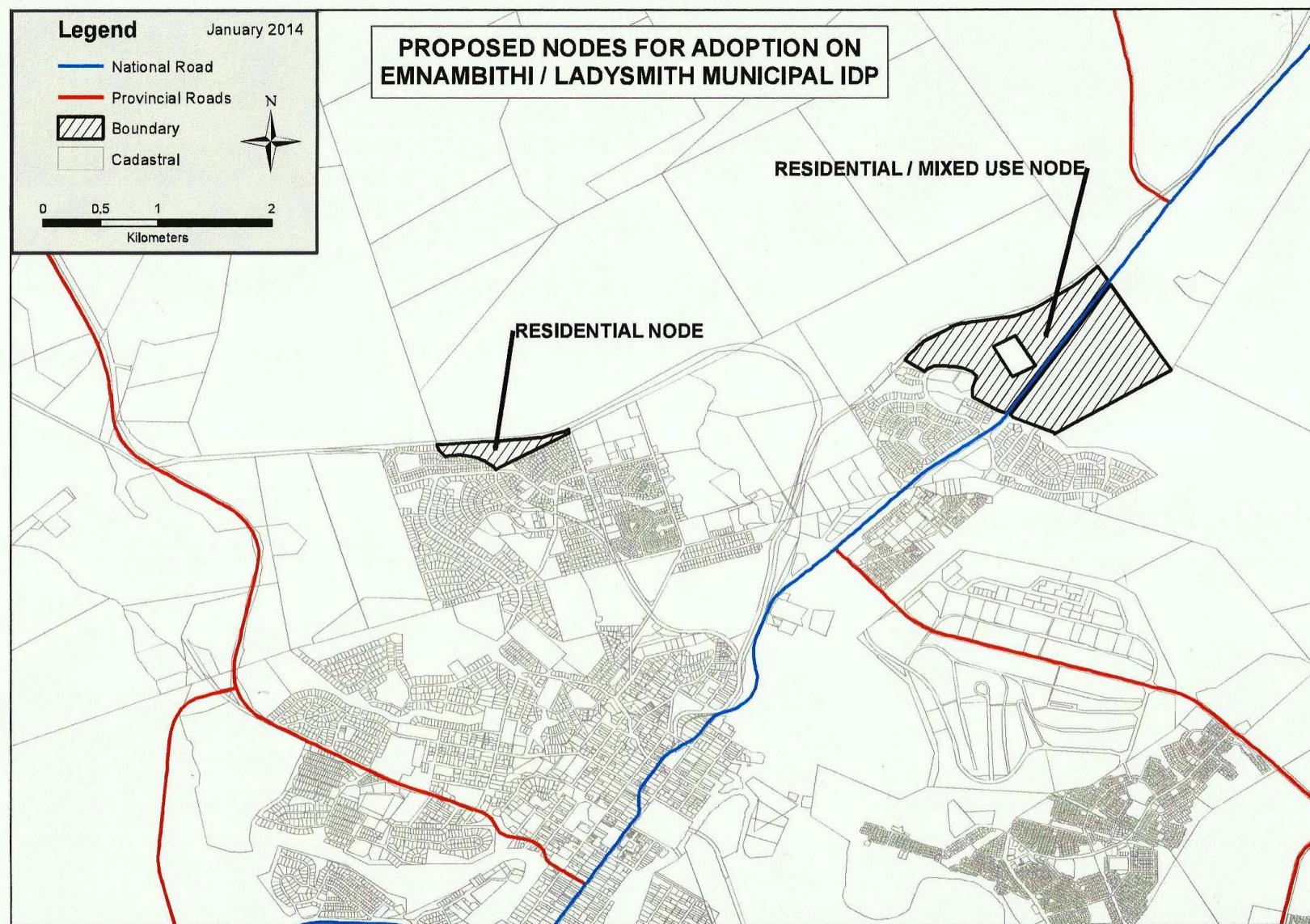
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with current planning norms and standards. In addition, the development will incorporate appropriate sites for schools, religious purposes, creches, active and passive open space areas, as well as a commercial / retail / office park component. The strategic and desirable situation of Eastgate, which straddles both sides of the N11 National Road corridor from Ladysmith to Newcastle, allows easy and convenient access to shopping and other economic and state department facilities in the CBD, as well as to schools, social facilities and employment opportunities within Ladysmith, where most of the sub-region's economic development is concentrated.

Observation Park Phase 2 and Eastgate, are considered as catalytic projects to stimulate and encourage investment and development within Emnambithi / Ladysmith, by being pro-active in planning ahead for the future, to build a liveable, vibrant and resilient town. These developments will assist in catering for the huge and diverse housing demand, caused by natural population growth and urbanisation, together with the demand created from potential investor employees / workers, as well as State, Provincial Department and Municipal employees.

The desired Goals, Development Principles, Norms and Standards, of both the National Development Plan, (NDP), and the Spatial Planning and Land Use Management Act, (SPLUMA), being - spatial justice, spatial sustainability, spatial efficiency, spatial resilience and spatial quality, will be advanced through the planning and development of the Observation Park Phase 2 and Eastgate projects.





## EXTENSION 18 DEVELOPMENT

Strategically located:

- ❖ Entrance to the town
- ❖ Along the N11
- ❖ 43.4 hectares in extent
- ❖ Layout approved
- ❖ Undeveloped
- ❖ Un-serviced





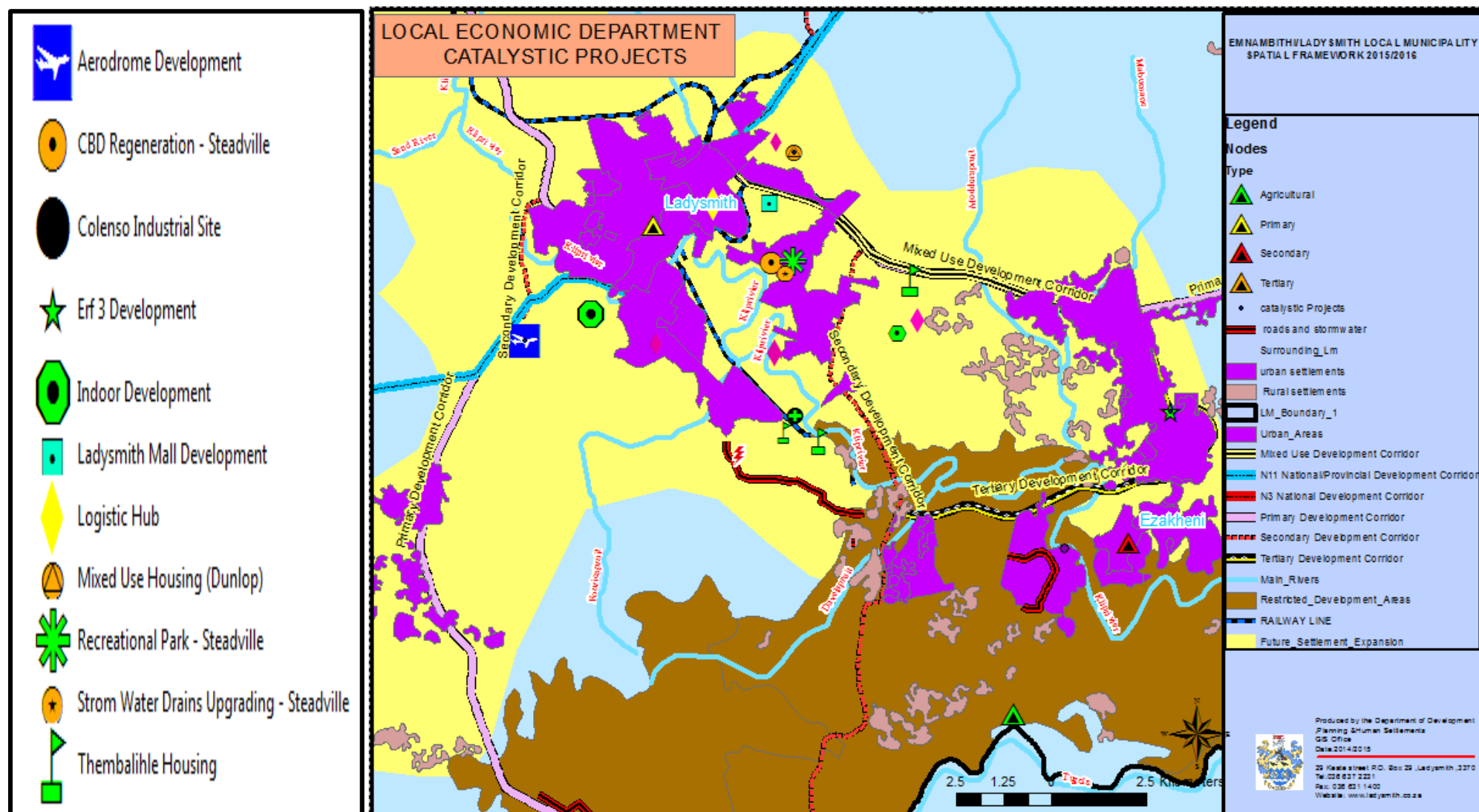
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## LADYSMITH BLACK MAMBAZO MUSIC ACADEMY

Used to promote cultural music. To teach indigenous culture

- ❖ First in SA
- ❖ Development includes:
- ❖ Serviced space incorporating toilets, kitchen, cafeteria,
- ❖ Auditorium,
- ❖ Academy,
- ❖ Amphitheatre,
- ❖ boardroom,
- ❖ Administration.





## 8.10 CAPITAL INVESTMENT FRAMEWORK

The aim of the Capital Investment Plan is to review the projects contained in the IDP taking into account activities, which have already been undertaken by the municipality. The objectives of the Capital Investment Plan can be summarized as follows:

- To link capital projects with potential sources of funding;
- To strive to ensure appropriate budget - IDP linkages; and
- To provide practical and appropriate alignment regarding capital investment.

The projects have also been spatially referenced, where possible, to assist the municipality with the evaluation of where capital expenditure will be focussed in the municipal area.

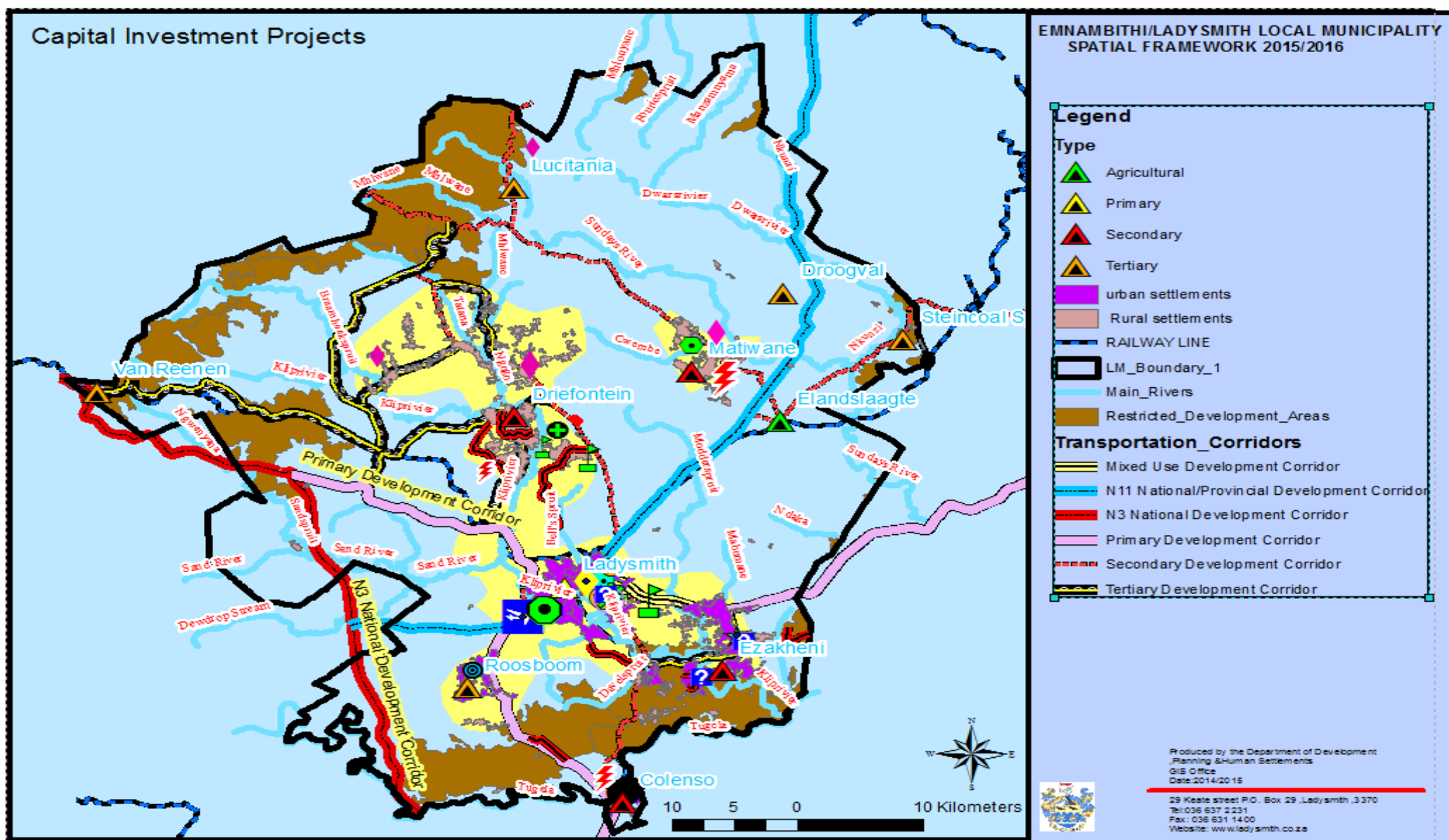
Thus, the intent is capital investment that lays the foundations for sustainable development.

The figure below represents the Capital Investment Projects that the Emnambithi/Ladysmith Municipality has budgeted on and will be seen to completion by the end of the financial year of 2015/2016. The Capital Investment Projects have been derived from the community needs in each cluster through

public consultations by the respect councillors falling within the designated cluster.

The implementation of the projects represented on the table in figure 2 have been initiated to assure complete transparency of the projects progress throughout the year to the public through Organisational and individual performance Management systems (OPMS).





CAPITAL BUDGET 2015/16			
NO.	PROJECT DESCRIPTION	PROJECT BUDGET	SPATIAL ICON ON MAP
<b>CLUSTER 1</b> (Roosboom, Colenso & Bluebank)			
	Mini Multipurpose Centre in Colenso (Ntokozweni)	750 000	●
	Colenso Electricity Strengthening	7 000 000	⚡
	2. COLENZO INDUSTRIAL SITE	7 400 000	
	TARRED ROADS - COLENZO	15 000 000	—
	SWIMMING POOL - ROOSBOOM	4 000 000	●
<b>CLUSTER 2</b> (Ezakheni, St. Chads & Mcitsheni)			
	TARRED ROADS - WARD 5	10 000 000	—
	RECREATIONAL PARK - WARD 5	5 000 000	▲
	EMERGENCY CENTRE EZAKHENI - WARD 5		🚒
	EZAKHENI SPORTS COMPLEX - PHASE 3		⚽
	TARRED ROADS WARD 3 & 4	30 000 000	—
<b>CLUSTER 3</b> (Jonono & Nkunzi)			
	COMMUNITY HALL - MATIWANE	5 000 000	◆
	JONONOSKOP STREETLIGHTS WARD 23 AND 24	5 000 000	⚡
	SPORTSFIELD LUCITANIA	6 000 000	⚽
<b>CLUSTER 4</b> (Watersmeet, Peacetown & Burford)			
	STREETLIGHTS PEACETOWN - WARD 15	4 000 000	⚡
	MATHONDWANE CRECHE/MINI-MULTIPURPOSE CENTRE	750 000	🚒
	TAXI RANK - WATERSMEET	3 000 000	⊕
	BURFORD CRECHE/MINI-MULTIPURPOSE CENTRE	750 000	🚒
<b>CLUSTER 5</b> (Driefontein & Kleinfontein)			
	UPGRADING OF SPORTSFIELD - NKUTHU	3 000 000	⚽
	UPGRADING OF SPORTSFIELD - WARD 17	3 000 000	⚽

